



HAMILTON COUNTY SPACE FACILITY MASTERPLAN

14 FEBRUARY 2014



**WORKING
DRAFT**





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Wall Detail
Times Star Building

General fund revenue decreased by over 28% between 2008 and 2013, with even more dramatic reductions in other funding streams. County leadership and staff performed admirably as those challenges were met.

1

EXECUTIVE SUMMARY

In recent years, county governments across the country have had to face unprecedented fiscal and service delivery challenges. The national economy slowed into recession and state and federal governments looked to county's revenues for financial support and for service delivery.

Hamilton County was hit especially hard by the declining revenue and strong service demands. General fund revenue decreased by over 28% between 2008 and 2013, with even more dramatic reductions in other funding streams. County leadership and staff performed admirably as those challenges were met. Overall County staffing was reduced 27% over the period. Building space was consolidated, with both rented and owned space eliminated, and spending was reduced. All of this consolidation occurred while quality service levels remained.

Given this "New Normal", Hamilton County, Ohio is at a crossroads of opportunity. A significantly smaller and leaner organization than it was just 5 years ago, the County must determine the most effective way to manage its downtown real estate assets of 2.3 M sf, which at one time were appropriate to accommodate significantly more employees than currently exist. An employment base of 2,800 and ownership of these assets also establishes the County as a critical stakeholder in the success of the Northeast sector of Cincinnati's Central Business District. The timing and momentum created by the recently completed Horseshoe Casino, the ongoing revitalization of the Over-the-Rhine and Pendleton neighborhoods, and

general reinvestment in the core of Cincinnati, positions Hamilton County to play a role and take advantage of that momentum.

The Hamilton County services provided on this semi-defined 'campus' and jobs employed are significant. However, it is also worth considering the state of employment is down by approximately 1,700 employees since 2008. Services are being provided with smaller teams and sectors, and with greater effectiveness. Most departments have aligned themselves with that efficiency, and few are calling for anything more than incremental growth in a five year vision.

Especially impacted has been the department of Jobs & Family Services, which has decreased by over 1,000 jobs since 2008. While the office space that had been assigned to that department in a building in Mount Auburn that has since been sold, the overall impact to the JFS department is still significant. While other departments have also experienced less dramatic decreases in staff via attrition or reduction, several departments have seen increased use, as in the case of Probation and Juvenile Courts, a trend seen across the State of Ohio for the last 5 years.





Exterior Light Pole
Courthouse

The intent of this Study then, is to consider opportunities for improved means to provide services to citizens of Hamilton County. This includes review of numerous aspects of defining efficiencies and their collective impact to the General Public and to Hamilton County Staff. Specific goals of the Study included the evaluation of:

- Consolidation and Reconfiguration of Space to reduce operational overhead;
- Improvement of Work Environment and Technology to enhance functionality and staff productivity;
- Investment in buildings and systems to improve performance, and reduce operational costs and liability;
- Relocation of Services for improved departmental adjacencies, accessibility, and service sharing;
- Development of a financial strategy relating to County building assets that is responsible in the short-term, and sustainable in the long-term.

The process utilized was multi-faceted and multi-disciplinary. Our findings are based as much on physical condition of buildings and the use of space, as the financial realities of access to capital and availability of bonding capacity. None of the scenarios presented offer immediate savings, because the implementation of any solution needs to recognize the investment in relocation and

reconfiguration of consolidated space. Additionally, the scenarios attempt to address the ongoing issue of deficient budgets for building-related routine and capital maintenance. The solutions identified in this report do offer significant long-term savings of operations and maintenance by vacating over-abundant space, and via improved performance of new or renovated buildings and systems. We also consider each of the solutions presented to be viable and responsible, representing the ability to provide services in consolidated workspace environments of suitable and appropriate quality to retain staff, and be responsible with public funds.

The findings presented in this report are intended to provide recommendations to the Board of County Commissioners who are responsible to the changing and future needs of the County. Our recommendations seek to leverage current value of unnecessary buildings, through their sale, and to maximize investment value in today’s dollars. This recognizes that costs in the future are impacted not only by inflation, but by continued dilapidation of existing buildings, which further reduces their value in the marketplace.

Exterior Facade
Board of Elections



“A significantly smaller and leaner organization than it was just 5 years ago, the County must determine the most effective way to manage its downtown real estate assets of 2.3M sf, which at one time accommodated significantly more employees than currently exist.”



Wall Detail
Times Star Building

“Create a Master Space Plan that considers alternatives to more efficiently and effectively provide space needs for the next 20-30 years. The plan should consider more than just shuffling offices and renovations, but also consider potential divestiture of properties, transitioning to a office space, an entire relocation of the county campus to better serve customers.”

- Stated in Solicitation of Services RFQ by Hamilton County Facilities Dept.

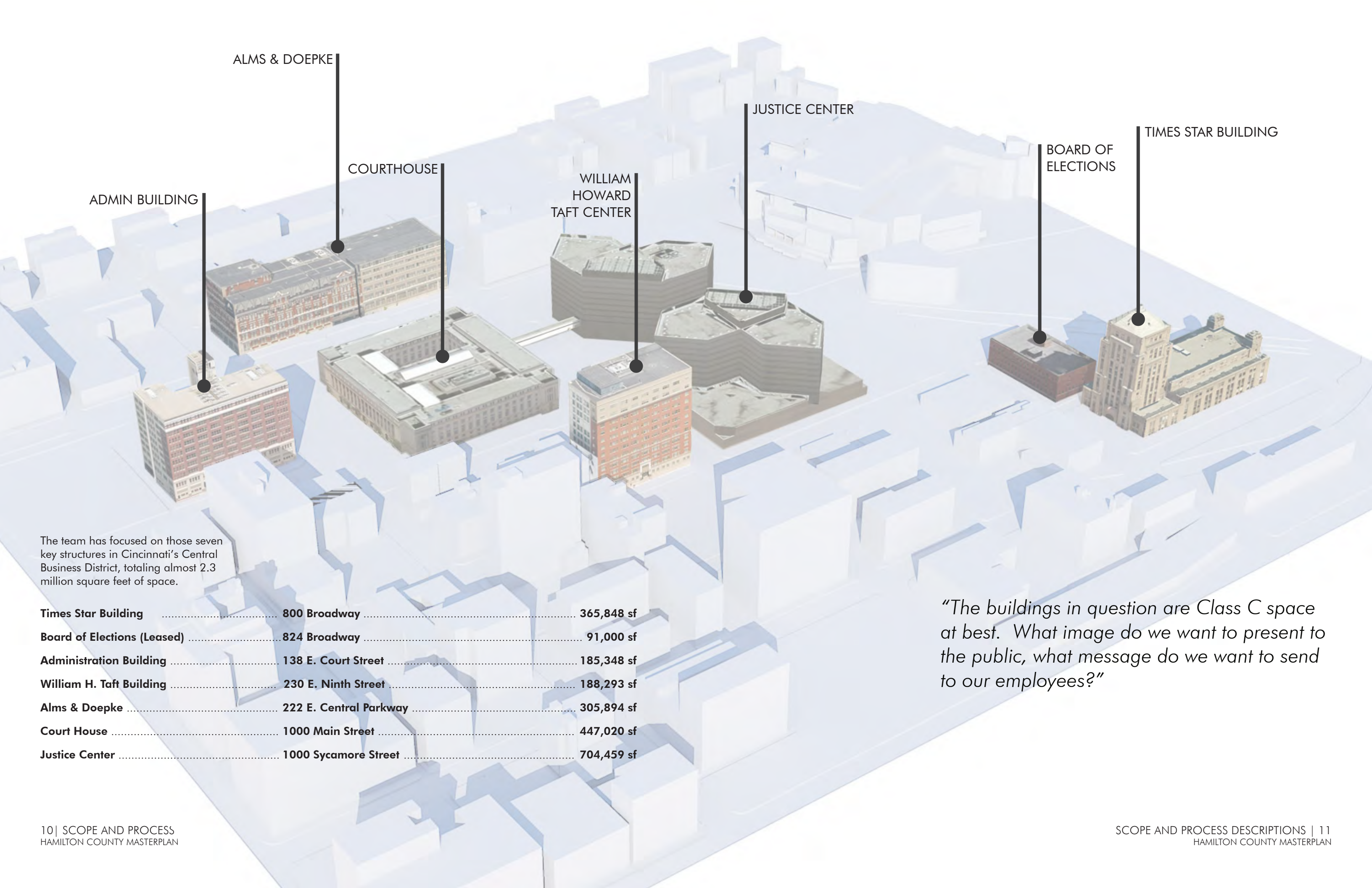
2

SCOPE AND PROCESS DESCRIPTIONS

PROJECT GOALS AND OBJECTIVES

The intent of this Phase of the Master Plan is to develop a facilities strategy that is based on the current state of County facilities, takes into account the needs of the County departments, analyzes specific strategies, and identifies any financial or legal impacts. Recognizing the diversity of the County real estate portfolio, the direction was to focus on buildings downtown where the majority of services are provided, and given the opportunity to create the most impact and improvement for the highest number of staff and constituents.





ADMIN BUILDING

ALMS & DOEPKE

COURTHOUSE

WILLIAM
HOWARD
TAFT CENTER

JUSTICE CENTER

BOARD OF
ELECTIONS

TIMES STAR BUILDING

The team has focused on those seven key structures in Cincinnati's Central Business District, totaling almost 2.3 million square feet of space.

Times Star Building	800 Broadway	365,848 sf
Board of Elections (Leased)	824 Broadway	91,000 sf
Administration Building	138 E. Court Street	185,348 sf
William H. Taft Building	230 E. Ninth Street	188,293 sf
Alms & Doepke	222 E. Central Parkway	305,894 sf
Court House	1000 Main Street	447,020 sf
Justice Center	1000 Sycamore Street	704,459 sf

“The buildings in question are Class C space at best. What image do we want to present to the public, what message do we want to send to our employees?”



Wall Detail
Times Star Building

Alms & Doepke
East facade view.

The team conducted interviews of departmental and facilities management representatives assigned to these buildings to identify current needs, adequacy of current space, preferred departmental adjacencies, growth projections, and required departmental funding for the next 10 years.

PHYSICAL AND FISCAL ANALYSIS

We began with a condition assessment of each of the buildings, understanding the capital budget request history and condition of primary building components and equipment. We utilized Hamilton County's extensive Computer-Aided Facilities Management (CAFM) Database that records Space and Assets, and is used to manage Work Orders and Preventative Maintenance. This tool is the means by which annual Capital Budget requests are registered and prioritized. Access to that database and its history served as a basis for confirming quantity and configuration of spaces assigned to departments in each of the buildings.

The database also identified a variety of deferred maintenance, some of which impacts building stability and envelope integrity, in addition

to aesthetic condition. Relative to building operational performance, we obtained data from the Hamilton County Facilities Department, which has been working for three years under performance contracts to maximize energy and water efficiency. These improvements, facilitated through equipment upgrades, have saved the County significant utility costs.

This study expands on both areas of data with the intent of forecasting areas of improvement in operational efficiency, functionality, business continuity, and maintenance and life-cycle costs for approximately 20 years.

The team conducted interviews of departmental and facilities management representatives assigned to these buildings to identify current needs, adequacy of current space,

preferred departmental adjacencies, growth projections, and required departmental funding for the next 10 years.

By focusing on departmental programming of more 'traditional' office space, we sought to identify flexible adaptable space that would benefit from increased efficiency and utilization. In the case of the Justice Center and Court House, some amount of under-utilized space was identified, but few large blocks were found, other than those that would require extensive remodel of specialized space such as cells, containment, or support spaces, and would still offer only limited accessibility.

The Financial analysis researched existing leases, debt carry, potential sales proceeds, and other financial and legal implications that could be impacted by modifying the tenancy,

transference, or sale of the property, working with the County Prosecutor, Budget Office, the Hamilton County Department of Facilities, and outside Bond Counsel.

With a combination of interview findings and tours of the buildings, our team identified unassigned and under-utilized space within the buildings, as occupied by each department. Some of these findings indicated that space is being dedicated without necessity, a result of staff reductions or attrition. In other cases, the building itself created inefficiencies that could be improved upon by a larger (or smaller) footprint of space, or core components (elevators, stairs, structural bay spacing, etc.) that created inherent operational challenges. The tours of the buildings also gave us the opportunity to observe the condition, age and functionality of finishes, furniture, fixtures and equipment.

After updating program spaces by department, a defragmentation process of each of the buildings was performed to establish efficiency of occupancy by building. Based upon desired adjacencies requested by departments, and each departments' representation of how to provide the most effective services to the public and accessibility to other departments that they collaborate with, we began to consider shifting locations of departments, either within or between buildings. By improving building utilization in the most flexible buildings within the County portfolio, options were generated to explore the potential sale of one or two buildings, to reduce the county footprint. The opportunities are the source of the scenarios presented later in this document.

Additionally, it should be noted that an outside, independent panel of Commercial Real Estate experts from Cincinnati's private sector, was convened to consider the process, analysis and preliminary findings of this consulting team. This team met several times during the course of the planning process to consider the approach being taken by the consulting team and to offer commentary on the team's findings and recommendations.



Entry Arch
Times Star Building

Interior View of Law Library
Courthouse

The buildings are of solid nature, but finishes and furniture are up to 30 years old. Even had they been maintained with the best maintenance program available, both are beyond their useful life.

3

ASSESSMENT & FINDINGS

BUILDING CONDITIONS

In aggregate, and subject to the limited annual investment available to the Facilities Department in the last 5-7 years, the buildings owned and operated by Hamilton County are solid buildings of quality. In most cases, they are significant pieces of architectural history and fabric in the Cincinnati community, with the Hamilton County Courthouse, the Alms & Doepke Building, and the Times Star Building on the Historic Register.

On a building by building basis however, given the extensive deferred maintenance, it is our opinion they would fall into a 'Class C' quality category, at best. The buildings are of solid nature, but finishes and furniture are up to 30 years old. Even had they been maintained with the best maintenance program available, both are beyond their useful life. The deferred maintenance in the building envelope; tuckpointing, aging roofs, window caulking, etc. does present the County with a certain liability, either via water infiltration or façade stability in some cases. For instance, unfunded repairs to exterior tuckpointing or roof conditions for an extended period of time is the source of moisture infiltration to the interior,

which increases the costs of repairs beyond the roof replacement, and now requires extensive plaster or ceiling repairs in both the Courthouse and the Times Star. The infrastructure of the buildings in several cases is also lacking. Elevators need to be replaced or upgraded, technology systems and availability of emergency power are substandard, and security, as it relates to a Sheriff's presence or metal detection is limited, or in the case of the County Administration Building, non-existent. The attached Building Maintenance / Capital Requests schedule demonstrates the physical work that has been recommended for each building, along with cost estimates to document and perform that work. Unfortunately, the vast majority of those capital requests have gone unfunded.





Southwest Corner
Times Star Building

Northwest Corner
Times Star Building

By improving building utilization in the most flexible buildings within the County portfolio, opportunities are generated to explore the potential sale of one or two buildings, to reduce the county footprint.

BUILDING UTILIZATION

In observing building utilization, we found a variety of vacancy levels within the seven buildings. The Justice Center is well-documented as being beyond capacity, with the Sheriff in need of additional accommodations in cell areas, especially related to capacity for women, and those in need of psychiatric attention. The Court House and the William H. Taft Building are both above 90% utilization, and the Board of Elections in 824 Broadway occupies leased space, based upon their needs.

The buildings with lower utilization, either by identified vacant space, or space that is over-assigned based upon staff count and use include the County Administration Building, Alms & Doepke and 800 Broadway. Each of those buildings currently has 16-17% vacancy. However, when factors such as inefficient records storage and building structure are considered in addition to vacancy, usage of those buildings could be reduced by almost 40%. Stated another way, the combined programmed space (necessary for operations) within those three buildings is 450,000sf, yet the combined buildings total over 730,000sf. With an overage of almost 280,000sf, consideration was given to eliminating one or more buildings from the real estate portfolio.

Two buildings that have been identified as likely candidates for repurposing, and that were considered to be most market viable, were the Alms & Doepke Building and 800 Broadway (Times Star). Their candidacy is reinforced not only by our opinion, but with the understanding that there have actually been inquiries from the commercial real estate market by developers considering a purchase. Both of these buildings are historically significant, by their inclusion on the National Parks Service Historic Register, for their history and architectural character. The County Administration Building, which has advantageous adjacency to the Court House, is occupied by a higher number of departments, and is not considered as historically significant. The building is in need of upgrades to finishes, but was deemed less market-viable, relative to the County's ability to sell the building.



Newsboys Entrance
Times Star Building

Elevated Walkway
between Courthouse
and Justice Center

The departments were well aware that the current facility study may result in further space consolidation, yet the level of cooperation and openness was consistently high.

DEPARTMENTAL INTERVIEWS

Interviews with Departmental Heads were extremely useful in understanding not only current needs, but pre-identified opportunities for shared services with the City of Cincinnati, co-location of departments that have grown beyond their building capacity, and improvements to building security and technology.

Beyond general building condition and statistical data, according to the departmental interviews, we heard overall summaries and consistent messages across departments, organized in the following categories:

- County Policies
- Facilities Condition of Buildings
- General Services

CHALLENGES

As a critical part of this study, departments comprising the downtown County campus were interviewed to better understand their position on the future of their agencies, future expected workloads and necessary budget and space requirements. The departments were well aware that the current facility study may result in further space consolidation yet the level of cooperation and openness was consistently high.

The consulting team was impressed by the mindset of the County departments as they worked with County leadership to meet these challenges. Nearly all of those interviewed understood and accepted the fact that changes were necessary. And, there were virtually no demands for restoration of the staffing and funding levels of the past.

RECORDS STORAGE

The most frequent single space-related challenge mentioned by departments involves paper records storage. The County records storage facility is at capacity and paper records are taking up large amounts of office space in nearly all departments. Records retention legislation contains penalties for the destruction of certain documents while there are no individual consequences for the retention of paper documents. There are provisions of law which permit the destruction of paper documents but the proper application of those provisions is perceived to require significant amounts of staff time, including the time of department leadership for the destruction. It simply is easier to store paper documents than to determine what can lawfully be disposed.

It is common for duplicate records

to be kept by multiple departments simultaneously in paper, microfilm/fiche, and digital form. Records Center staff estimate that 2/3 of the Records Center contents could be eliminated with proper legal or other authorization. That may be a conservative estimate, given that about one third of the space is used by departments other than the Clerk of Courts-the department that manages the Center. Many of the departments interviewed volunteered that they did not know what they had stored, and gave the records little or no thought once the records were out of their immediate office space.

The coordination of records retention would be difficult given the large number of independent offices having differing needs. However, the consulting team believes that the investment in a thorough review of County records retention practices and

in the technology necessary to further utilize electronic records retention would significantly lessen the need for office space in the coming years.

PARKING

The second most frequent facility related concern mentioned by departments is the limited availability of parking for both individuals seeking to do business with the County, and for staff.

County owned vehicles and the personal vehicles of the County leadership and senior staff are generally allocated reserved parking in County owned facilities or through agreements with private entities. Parking challenges do exist for the line staff and customers. Judicial proceedings, administrative services, and administrative meetings have been impacted by the parking situation. Departments point out that



ADMINISTRATION BLDG
84% UTILIZATION
 182,720 SF USABLE
 152,120 SF UTILIZED
 30,600 SF UNUTILIZED

ALMS & DOEPKE BUILDING
84% UTILIZATION
 257,499 SF USABLE
 217,091 SF UTILIZED
 40,408 SF UNUTILIZED

COURTHOUSE
96% UTILIZATION
 398,441 SF USABLE
 381,992 SF UTILIZED
 16,449 SF UNUTILIZED

WILLIAM H. TAFT
100% UTILIZATION
 172,173 SF USABLE
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JUSTICE CENTER
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 0 SF UNUTILIZED

BOARD OF ELECTIONS
100% UTILIZATION
 46,012 SF USABLE
 46,012 SF UTILIZED
 0 SF UNUTILIZED

800 BROADWAY
83% UTILIZATION
 295,152 SF USABLE
 246,330 SF UTILIZED
 48,822 SF UNUTILIZED

they conduct more than simple office functions, but they provide direct service to a public that has difficulty getting to them because of parking cost and availability. The Board of Elections, for example, is of the opinion that there is a legal obligation to provide voters with free and convenient parking.

Staff's parking concerns are similar to those expressed regarding service delivery, with the additional concern usually voiced by employees who are not provided with reserved free parking, who see other employees who are provided free parking.

The County gave up a parking area for the recently opened Casino. In exchange, the Casino agreed to reserve 300+ parking spaces for County use. The use of Casino

parking for employee use is generally accepted and appreciated. Several departments suggested that the County contract for more space for employee use.

CURRENT FACILITY CONCERNS

Tenant Mix

The occupancy of current buildings has led to an inappropriate mix of customers and staff. In areas occupied by criminal justice agencies, it is common to have people accused of crimes, relatives and friends of the accused, court personnel, and staff simultaneously circulating in the same areas. These conditions lead to situations that are both inefficient, and at times, even dangerous.

Energy Efficiency

Hamilton County has done an exemplary job of addressing energy and other conservation issues in its aging remodeled buildings. While most employees understand the need for these efforts, the upgrades have caused concerns. For example, departments frequently commented about recent plumbing upgrades. Complaints regarding the adequacy of water flow to toilets and long periods of time for hot water flow were common. Most were accepting of the motion detectors for lighting purposes, but noted that the automatic dimming during judicial proceedings or administrative meetings created problems.

Conference (Huddle) Rooms

There is a wide disparity in the availability of meeting rooms. Areas

where space has already been consolidated may have need for group meetings, while other areas have large areas available for this and other purposes.

Break Areas

Areas exist without space for break rooms or kitchette facilities for employee breaks. Neither are there private areas available for nursing mothers or others with privacy needs.

DEPARTMENT OBSERVATIONS

Administration

Carpets, desks and finishes are worn and dated in most offices. Regardless of office locations, upgrades are in order.

Emergency back-up power is not available now, but is needed for the continuity of most office operations.

Options exist for the relocation of various County offices but current operations in the Taft Center and at 800 Broadway need to be close to the current Courthouse.

Court of Appeals

The Court considers the current space to be "adequate". There is some currently unused space, but the Court wishes to retain the space for use by interns or for other purposes. The Court is critical of the HVAC, window cleaning, carpeting but overall is complimentary of the building maintenance.

The building security is acceptable to the Court, but the Court would like to be able to review the background of the housekeeping staff (contracted by the County).

Auditor

The Auditor frequently works with the Treasurer, Purchasing, Clerk of Courts, Sheriff, Recorder, Engineer, and other county offices on payroll and accounting matters. Ideally, the Auditor would have immediate adjacency with the named departments.

The Auditor also coordinates the Board of Revision function, utilizing three hearing rooms similar to court rooms. The Board of Revision brings in tax payers from throughout the County for review of property evaluations for tax purposes.

The office is very cramped due to a large part to the retention of boxes of records related to a major audit of the Jobs and Family Services Department. Much of the office operations

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800 BROADWAY
295,152 SF USABLE
166,321 SF PROGRAM
EQUIVALENCY

PROGRAM EQUIVALENCY IS DEPARTMENTAL PROGRAM NEED,
FACTORED INTO A MORE EFFICIENT BUILDING.

are automated but current paper storage is presenting space utilization problems.

Budget and Strategic Initiatives

The essential adjacency need is to be close to the County Commissioners. The department staffing has been reduced to 5 people currently occupying over half of the Administration Building 6th floor. Records storage could be a problem, but there currently is excess space beyond the department's need.

CAGIS & CLEAR

The Cincinnati Area Geographic Information System (CAGIS) and the County Law Enforcement Applied Regionally (CLEAR) agencies are located in the County Administration Building and staffed by City of

Cincinnati Staff. The relocation of the agencies to space owned by the City has been raised by the City administration, but no decisions are known to have been made. The agencies are critical of their current space but are unsure of where they will be located. CLEAR serves police agencies throughout the County, and if they were to move, would prefer to be in a location closer to the central county.

Clerk of Courts

The Clerk of Courts Department uses space in the Courthouse, Taft Building, 800 Broadway, Administration Building, Justice Center, and manages the Records Center. Space is also leased in Forest Park for Auto Titles and Passports.

The Department is challenged with the custody of court records

and the maintenance of a records center serving all departments. All available records space is pushed to the limits. The storage of records in the Courthouse basement has been subject to water leakage and mold development.

The Clerk envisions a paperless operation in the future. The Department is working with the Court of Common Pleas to initiate a Paper-On-Demand system. The Department prints electronically filed documents for storage in physical case jackets. The new system is planned to eliminate the dual record keeping.

Commissioners

There are no preconceived notions of what the facilities study will conclude. The Commissioners want a professional analysis of the options for provision of County offices both from

the financial and operational points of view. The Commissioners understand that, for the past six years the financial challenges have been so severe that facility maintenance and technology upgrades have suffered. Despite that, the Commissioners consider the condition of County buildings to be less than optimal, but acceptable for the time being.

Building security, especially in the Administration Building is of major concern. Parking is also a significant problem.

There is a consensus that major county offices need to be downtown, while certain functions could more appropriately be in the neighborhoods and throughout the County.

Common Pleas and Municipal Courts

Overall, the available space is adequate. The courts do see a need for a large (court) room for ceremonial occasions like graduation from Drug Court, etc. There may also be additional requirements, as more "specialty courts" like those for drug offences or specializing in meeting the needs of veterans.

The Court Management (computer) System known as CMS is serving the needs of multiple agencies located in the Courthouse or associated with judicial operations. The Court sees opportunity to cut the use of paper, and better coordinate record keeping among judicial agencies. They would welcome efforts to further that end.

The courts would prefer that Adult Probation administration be located on one floor with much of the operation taking place in the neighborhoods and communities throughout the County.

The courts "diversion" program is located in the Justice Center. The work space is cramped but the location is appropriate.

Domestic Relations Court

The Court is pleased with the current space. The major concern is with the availability of parking for clients and staff.

There is an understanding that the lack of coordination of records between the Court and various agencies working with the Court is less than efficient or cost beneficial.

The Court would like to have more Magistrates, but changes in the use of work areas may not result in increased space needs.



One of the Main Entrances
Courthouse

West Tower Facade
Times Star Building

Board of Elections

The Board of Elections has out grown the space in its current location. Space is needed for the training of election workers, storage of election equipment, the handling of mail voting paper work, and early voting in their office area.

Parking is very problematic in the current location. The Board believes that free parking should be available for all voters, as well as for the poll worker training and other operations of the Board.

Engineer

The Engineer maintains a small operation in the County Administration Building, which handles the mapping and permitting operations. Concerns exist regarding the carpeting and other aged finishes in their area, but they consider the major problem with the CAB space to be the “horrible” parking situation both for their staff and the contractors, builders, etc. seeking to do business with the Department. The Department is aware that other departments are making use of the parking available at the Casino, but employee parking at that location is not considered appropriate.

Facilities

The primary location for the Facilities Department is the basement of the Courthouse, although staff is located in maintenance space in each of the buildings under review. The

Department is satisfied with the current space. The number of maintenance staff has been reduced, but the need for shop work space is constant.

Jobs and Family Services

JFS operations space needs have lessened to a large degree in recent years. One building devoted to their operations was emptied and closed and the site of current operations, the Alms and Doepke Building is more than adequate for the Department. The Department believes that as much as a full floor can be put to other use.

The Department has changed its operation to place less emphasis on clients personally appearing at the JFS office, to allowing interviews by phone and the exchange of documentation by fax or email. This has increased productivity, better served clients, and lessened the need for office space.

The analysis of space alternatives needs to consider that the county is compensated for the value of space used by the Department, and that payment will decrease if the space is reassigned to other agencies.

The lack of parking availability is the primary challenge for staff and clients at the current location.

The agency maintains records in the Alms and Doepke Building, and in a rented Dalton Street warehouse. The warehouse storage space is inexpensive so the incentive to finding alternatives to paper is lessened but

the department agrees that finding ways to eliminate the creation of paper records is the best way to eliminate storage need and improve records retention.

Juvenile Court

It would make good sense to find a way for Juvenile Court operations to be better integrated with the Juvenile Detention Facility. Other desirable adjacencies include the Departments of Jobs and Family Services, Public Defender, Prosecutor, and County Personnel. Operating out of the same building as Adult Probation creates problems for the Court.

It also makes sense to the Court to be close to the Court of Domestic Relations.

A major problem with the current location is parking availability for both staff and people appearing before the Court.

Law Library

Much of the material supplied by the library is now available on-line. Thereby the space required by the library has decreased over time. The library is regularly used by attorneys and others having a variety of business in the Courthouse.

In addition to space in the main “stacks” area, conference room and video conference facilities are available. Regarding these spaces, there are generally too few rooms for private research or conversations,

and those that do exist, are poorly ventilated and still offer minimal acoustic privacy.

Personnel

The Department has actively pursued automation of its operations and the use of electronic record keeping. Most records are kept electronically with limited paper records stored at the Records Center.

The Department did point out the need for a private area for nursing mothers. The Department believes that federal legislation requires such private areas be available.

Planning and Development

This department was created through the merger of 5 former departments. Space planning was not part of the merger effort. Further analysis to fully integrate the department space is needed, as well as consideration of “space and furniture equity” issues.

Discussions are ongoing with the City of Cincinnati regarding the possible colocation of permitting and relocation of others from the Department to the City’s permitting operation on Central Parkway.

Records retention issues are also an issue with this department. Plans and documents are stored at the Records Center that the department questions the need for. The department also suspects that paper is stored there for the department that the department is not aware of.



Main Entrance
Times Star Building

Probate Court

The Court is highly critical of the building maintenance, energy upgrades, water conservation, and the contracting methods used by the County. The Court also considers it the responsibility of the Commissioners to have alternate space readily available should circumstances prevent use of their current space.

The Court suggests that the County find a way to provide “a legitimate jury room” for use when necessary.

No adjacency needs are noted as the Court prefers to be self sufficient.

The Court is open to electronic record keeping, but it will not dispose of certain paper records (wills, for example) because the signatures, etc. on the records are of value.

Prosecutor

Current office space is “probably adequate” although, if any more judgeships are created, more prosecutors will be required. If possible, the Prosecutor would like to have more conference rooms. The office supports actions to facilitate or require the electronic filing of court documents and the joint electronic record keeping envisioned by the Court Management System (CMS).

Public Defender

Two years ago the Commissioners agreed to spend an additional \$2million to provide salary

adjustments and private office space to Public Defender staff. The County is currently considering several options in the County Administration Building, privately owned rental space elsewhere for the department.

The Department strongly prefers to have its entire staff located in a single location, separate from the Prosecutor’s Department.

The Department is also critical of “horrible” space for Public Defenders in the Justice Center and 800 Broadway, and has demonstrated a need to have more private offices, in an arrangement more similar to the operational functions of the Prosecutor’s office.

Purchasing

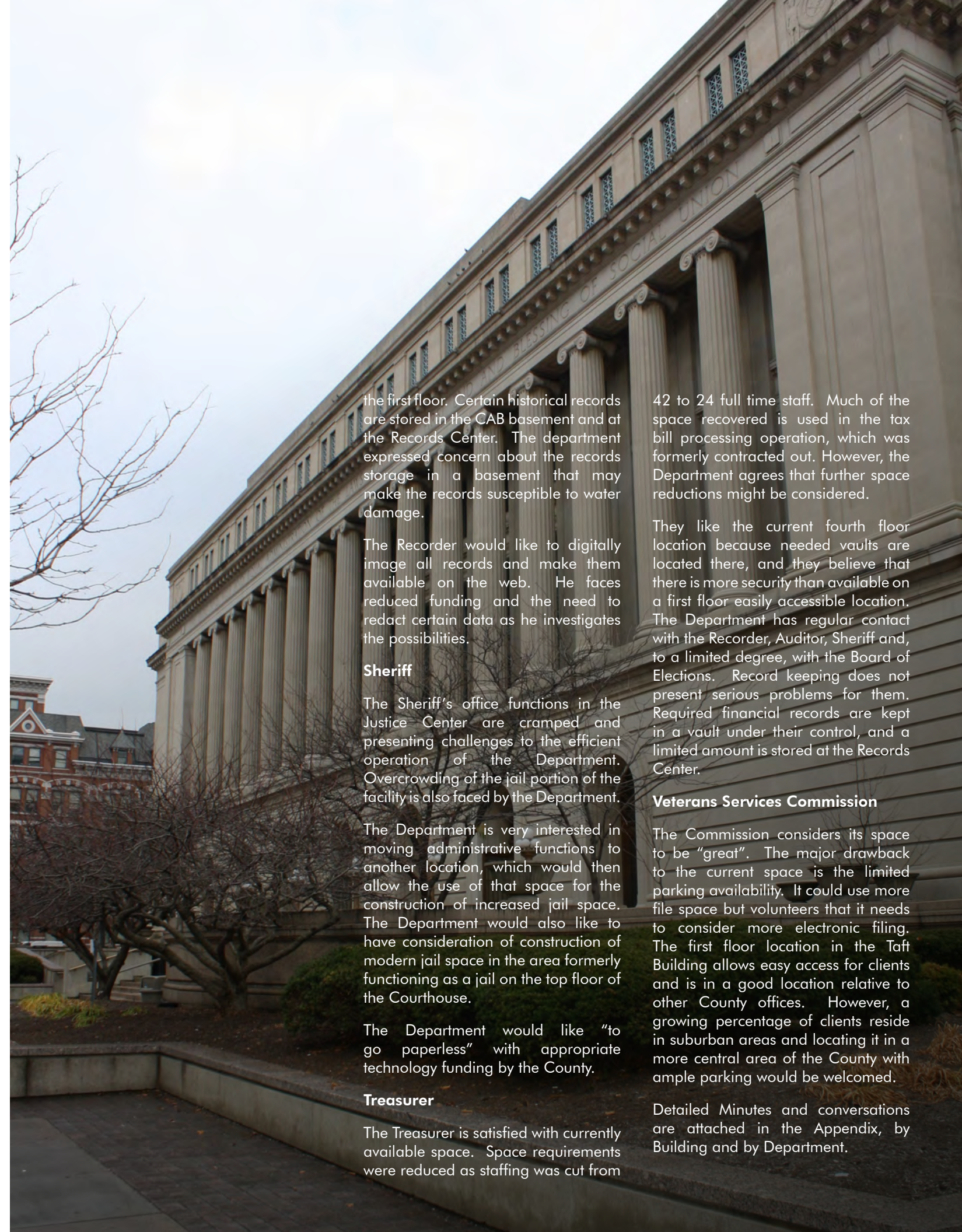
The agency is in charge of both the acquisition of county goods and services, and the disposal of surplus items. Space available for the preparation of items to be disposed of is limited. This results in the storage of items in the hallway to the office.

The department works closely with the Auditor and prefers to remain in close proximity to that office.

Recorder

The Recorder has significantly reduced staffing and space utilization. The Department is now located primarily on the second floor of the County Administration Building with space for staff and public. Formerly, the Department also occupied space on

West Facade
Courthouse



the first floor. Certain historical records are stored in the CAB basement and at the Records Center. The department expressed concern about the records storage in a basement that may make the records susceptible to water damage.

The Recorder would like to digitally image all records and make them available on the web. He faces reduced funding and the need to redact certain data as he investigates the possibilities.

Sheriff

The Sheriff’s office functions in the Justice Center are cramped and presenting challenges to the efficient operation of the Department. Overcrowding of the jail portion of the facility is also faced by the Department.

The Department is very interested in moving administrative functions to another location, which would then allow the use of that space for the construction of increased jail space. The Department would also like to have consideration of construction of modern jail space in the area formerly functioning as a jail on the top floor of the Courthouse.

The Department would like “to go paperless” with appropriate technology funding by the County.

Treasurer

The Treasurer is satisfied with currently available space. Space requirements were reduced as staffing was cut from

42 to 24 full time staff. Much of the space recovered is used in the tax bill processing operation, which was formerly contracted out. However, the Department agrees that further space reductions might be considered.

They like the current fourth floor location because needed vaults are located there, and they believe that there is more security than available on a first floor easily accessible location. The Department has regular contact with the Recorder, Auditor, Sheriff and, to a limited degree, with the Board of Elections. Record keeping does not present serious problems for them. Required financial records are kept in a vault under their control, and a limited amount is stored at the Records Center.

Veterans Services Commission

The Commission considers its space to be “great”. The major drawback to the current space is the limited parking availability. It could use more file space but volunteers that it needs to consider more electronic filing. The first floor location in the Taft Building allows easy access for clients and is in a good location relative to other County offices. However, a growing percentage of clients reside in suburban areas and locating it in a more central area of the County with ample parking would be welcomed.

Detailed Minutes and conversations are attached in the Appendix, by Building and by Department.



Light Fixture on Main Entrance
William H. Taft Building

Southwest Corner
Courthouse

The CIP should be viewed as a financial blueprint that helps prioritize needs to achieve implementation of the public improvements identified in the Master Plan.

FINANCIAL ANALYSIS METHODOLOGY

The Financial Data utilized for this study includes interviews for each department, subsequent interviews with the County Budget Director and Facilities Director, scanned leases, and established policies of the ORC. The team was provided with budget documents and the County's CIP plans from the last 5 years, including deferred maintenance schedules and BOMA reports. This data was the means of a baseline analysis and forecast to capture the current state of the County's facilities regarding expenditures, and level of funding for CIP and maintenance projects.

According to ORC §307.01, County buildings, offices, equipment, (A) a courthouse, jail, public comfort station, offices for county officers... shall be provided by the Board of County Commissioners when, in its judgment, any of them are needed.

Government Finance Officers Association's (GFOA) best practices stipulate that: Master plans should provide a vision for capital project plans and investments. Such plans forecast the outlook for the government, illustrating the alignment between demand generators, capital improvement programs, and funding policies. The CIP should be viewed as a financial blueprint that helps prioritize needs to achieve implementation of the public improvements identified in the Master Plan. The level of funding in the CIP defines the financial capacity to reach the desired goals set

forth in the Master Plan. Reviewing the revenue generating potential under the plan assumptions will help identify the capability to finance needed capital projects, as well as any gaps in the ability to do so.

Detailed Financial analysis and year by year estimates are included in the Appendix for existing projections and scenarios explored.





Ornaments on Entry Door framing
Times Star Building

... many large maintenance projects are continuing to be deferred which will cost significantly more in later years to address while exacerbating current safety concerns and negatively impacting building condition.

FINANCIAL ANALYSIS

FINANCIAL FORECASTING

The forecast uses a cash basis approach over a span of 20 years, using conservative assumptions. Expenditures incurred and assumed to be paid during the year are forecast using inflation rates based on historical cost and trends. The County has scaled back its funding for facilities operations due to economic constraints. Funding for addressing deferred maintenance for the building stock has realized a significant decrease from \$3 million to \$50,000 per year. As a result, many large maintenance projects are continuing to be deferred, which will cost significantly more in later years to address, while exacerbating current safety concerns and negatively impacting building condition. The County maintains a deferred maintenance schedule that follows a prioritization protocol.

During the forecasting study, deferred maintenance schedules were revisited and forecasted based on priority, using Ohio Revised Code Standards. These projects include various improvements and replacements such as tuck-pointing, window replacement, security & safety improvements, roof repair or replacement, boilers & chillers, and elevator repair or replacements.

MAJOR ASSUMPTIONS

- Funding will continue to be provided from the same resources that include the general fund, special revenue fund for Job and Family Services, and debt service. The forecast uses an inflation rate of 2% to consider an incremental annual increase over the next 20 years.
- Expenditures for operations, deferred maintenance, and capital improvements are forecasted using an inflation rate of 3% annual increase over the next 20 years.
- Additional resources to finance new building construction and renovation for each scenario include the option to issue debt. It assumed that the County will be unable to pay cash for upfront costs. Debt is estimated over the course of 20 years.
- Operating costs are projected to increase according to the BOMA average government industry operating costs for newer buildings, or a rate of \$5.94 per square feet.
- Deferred maintenance for any buildings that may be taken off-line will be reduced to zero, based on lack of funding for existing deferred maintenance and county’s assumption that projects will not be approved if the building is no longer in operation.
- Costs of land acquisition are not included in the forecast due to the lack of sufficient information of the amount of space needed for new building and location of land in the Cincinnati area.
- Proceeds from the sale or lease of the buildings are also not included in the forecast. The potential use of the buildings by potential private owners and the market price is indeterminate during the course of study.
- Renovation costs and new building construction are estimated to be \$175 and \$350/SF, respectively. It is assumed that the cost will include owner’s new furniture and fixtures, plus costs of design, engineering and construction administration and management.

Financial forecasts were developed using assumptions for Operating Costs, Debt Service, Capital Improvement Program Costs and Deferred Maintenance. Each is described below.

OPERATING COSTS

These costs were compiled using the documented annual costs to operate each County building. These costs include cleaning, security, grounds keeping, and general maintenance and repair. The forecast summary includes all operating costs including the increase in space utilization when appropriate, new building operations, and leases.

DEBT SERVICE

The cost for debt service reflects principle and interest payments on existing debt associated with each building over the course of the forecast period. These costs stem from past acquisition and capital improvements associated with each building.

CAPITAL IMPROVEMENT PLAN COSTS

The costs associated with the county’s approved annual capital improvement projects are included in the appendix information, but not in the summary forecast. The County Commissioners have approved the projects, but funding has not been allocated. While this has an impact on the cost of facilities operations, it is assumed that these improvements will be financed separately or canceled, depending upon management decision. However, a recommendation to improve the capital planning process is made to address this issue.

DEFERRED MAINTENANCE

These costs were explained earlier in the summary and are included in the forecast summary due to the significant importance to each individual building and its condition. Deferred maintenance for the buildings that are impacted by each scenario has been adjusted according to the operational schedule.

It is important to note that the earlier discussion states that these needs are

not funded appropriately. However, adopting either of the proposed scenarios in this study will help the County avoid deferred maintenance costs of older and more expensive buildings that require major upkeep. This avoidance can be considered as a trade off when financing the costs of renovation and new building construction. In each of the scenarios below, deferred maintenance is presumed to be cash funded. Financing deferred maintenance with debt could potentially reduce annual payments by spreading the obligation out over a longer period, but would add interest costs and thus increase the total cost of the liability. No presumption is made as to how the County would finance these costs – however, they are shown as cash funded in each scenario to maintain consistency.

Revenue Restrictions: As the County’s operating budget has shrunk over the past six years, it has reduced capital expenditures for facility improvements. In addition, while the County possesses the ability to issue debt to provide financing for facility related capital needs, this has not been done routinely, given the implications of increased debt service to the County’s operating budget.

The County’s CIP process results in a thorough accounting of building needs, but rarely results in the allocation of resources which comes close to actually addressing those needs. The county’s Facilities Department annually surveys and ranks ‘deferred maintenance’ priorities which are typically not funded except in the event of an emergency (e.g. major system failure, extreme safety hazard, etc.).

The amount budgeted for deferred maintenance is currently \$50,000 which, by industry standards, is abnormally low for an entity with the amount of space owned and occupied by the County. In other words, the County has not provided the resources necessary to adequately address deferred maintenance and the capital needs of its building stock and, instead, has been taking a reactive approach to the county’s capital needs.

The following table shows the changes in funding for Building Repair & Maintenance over the past decade:

Table 1: Hamilton County Repair and Maintenance Funding 2004-2013

2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
\$2,714,740	\$2,339,038	\$2,109,000	\$1,433,422	\$500,000	\$500,000	\$400,000	\$400,000	\$150,000	\$50,000

As depicted, the funding for building repairs and maintenance from the general fund has decreased from \$2.7 million to \$50,000.

According to BOMA, an average building repairs and maintenance budget is \$1.58/SF annually. By

2013, with the \$50,000 approved budget, that average is just over \$.02/SF. The following chart identifies the equivalent annual Deferred Maintenance against that average for the buildings owned and operated by the County, and as adjusted for inflation back to 2004. Further, by

deferring some of this work, especially in the case of building exterior envelopes, subsequent moisture infiltration and water damage in the form of plaster and ceiling damage, increases the eventual costs of repairs beyond the original cost, had it been performed when identified.

Table 2: BOMA Average Repair / Maintenance Costs

2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
\$2,977,694	\$3,067,025	\$3,159,036	\$3,253,807	\$3,351,421	\$3,451,963	\$3,555,522	\$3,662,188	\$3,772,054	\$3,885,215

Table 3: Actual HamCo Expenditures on Repair / Maintenance

2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
\$2,714,740	\$2,339,038	\$2,109,000	\$1,433,422	\$500,000	\$500,000	\$400,000	\$400,000	\$150,000	\$50,000

Table 4: Difference between BOMA Average and HamCo Actual Expenditures

2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
\$262,954	\$727,987	\$1,050,036	\$1,820,385	\$2,851,421	\$2,951,963	\$3,155,522	\$3,262,188	\$3,622,054	\$3,835,215

Table 5: Difference between 2013 BOMA Average and HamCo Actual Expenditures

2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
\$1,170,475	\$1,546,177	\$1,776,215	\$2,451,793	\$3,385,215	\$3,385,215	\$3,485,215	\$3,485,215	\$3,735,215	\$3,835,215

Current Operating Costs and Debt for Buildings: The Department of County Facilities creates an annual report of operating costs to show the expenditures used to operate County-owned buildings. Operating

costs consist of daily operational costs including daily repair and maintenance, cleaning, security, grounds-keeping, and utilities. Also included in operating costs are the lease costs for the Board of Elections.

The table below shows the operating costs and debt for the County over the next five years presuming no changes to the facility usage :

Table 6: Current Facility Operating Costs, Debt Service and Deferred

Base Cost	2014	2015	2016	2017	2018	2014-2018
Operating Expenditures	\$12,234,863	\$12,582,379	\$12,940,320	\$13,328,530	\$13,728,386	\$64,814,478
Debt Service	\$6,638,659	\$4,911,363	\$4,607,095	\$4,610,824	\$4,632,944	\$25,400,885
Total Operating Costs	\$18,873,522	\$17,493,742	\$17,547,415	\$17,939,354	\$18,361,330	\$90,215,363
Deferred Maintenance	\$2,657,551	\$1,218,961	\$16,432,880	\$10,012,413	\$2,196,756	\$32,518,561
Total	\$21,531,073	\$18,712,703	\$33,980,295	\$27,951,767	\$20,558,086	\$122,733,924

As depicted in the table, the total cost for the 7 buildings, including associated debt service, before deferred maintenance ranges between \$17.5 million to \$18.8 million using an inflation factor of 3%. The debt

service for the County is based on the repayment schedule of principle and interest corresponding to each of the buildings. During 2016, debt is lower due to extinguishing the debt that is assigned to the Alms & Doepke

building. It should be noted that Federal and State funds, through JFS, currently pay for the majority of operating costs and debt service associated with the Alms and Doepke building given its use for the Department of Jobs and Family Services.

Over the course of the forecast period, the total operating costs are shown in the following table:

Table 7: Current Building Operating Costs, Debt Service and Deferred

Base Cost	2014-2018	2019-2023	2024-2028	2029-2033	Grand total
Operating Expenditures	\$64,814,478	\$75,072,441	\$87,029,534	\$100,891,083	\$327,807,536
Debt Service	\$25,400,885	\$8,126,368	\$4,998,727	\$0	\$38,525,980
Total Operating Costs	\$90,215,363	\$83,198,809	\$92,028,261	\$100,891,083	\$366,333,517
Deferred Maintenance	\$32,518,561	\$32,164,836	\$66,070,231	\$38,239,033	\$168,992,661
Total	\$122,733,924	\$115,363,645	\$158,098,492	\$139,130,116	\$535,326,177

Assuming no new issuances of debt, the total operating and debt related costs associated with facility maintenance are estimated at \$366,333,517 without considering deferred maintenance. As noted above, it is important to consider that the Department of Job and Family Services provides reimbursement

to the County for the facilities costs associated with the Alms & Doepke building. The annual reimbursement fluctuates, however, the County is reimbursed approximately \$1.8 million for facilities costs including operations and interest and depreciation of the building. This will change next year due to the extinguishment of debt and

will decline based upon the depreciation schedule. Over the course of the forecast, the County would receive approximately \$40.6 million in reimbursement.

The following table shows the cost per square foot for the seven buildings over the next five years:

Table 8: Current Building Operating Costs and Debt per Square Foot

Cost Per Square Feet	2014	2015	2016	2017	2018	2014-2018
Operating Expenses	\$4.98	\$5.12	\$5.26	\$5.42	\$5.58	\$26.36
Debt Service	\$2.70	\$2.00	\$1.87	\$1.88	\$1.88	\$10.33
Total	\$7.68	\$7.11	\$7.14	\$7.30	\$7.47	\$36.69

As shown in the above table, the operating costs per square foot are below \$6 and with debt, under \$8. While this appears to be a positive for the County, it is misleading to some degree. Due to the cuts in budget, the county has reduced the care and upkeep of the buildings. Staff in facilities maintenance has been reduced significantly and cleaning has been reduced. Some buildings have cleaning scheduled for 3 days per week in an effort to be able to stretch the resources provided. Grounds-keeping has also been reduced to lowest levels. The utility cost for the county are under contract and is currently locked into a specific unit price range. It is assumed that the County will maintain a low level of operational costs in future years. The budget has been significantly reduced with no immediate signs of provided additional resources.

Deferred Maintenance for Buildings: As previously described, the County keeps a schedule for its deferred maintenance. The County has established a maintenance prioritization schedule that is consistent with industry standards. The Department of County Facilities annually surveys maintenance requests from each department which are tallied and ranked based on priority and within budget constraints. The costs associated with each project are estimated and in the end, the projects are divided between recommended, neutral, and not recommended projects. The following table shows the deferred maintenance for buildings (except for 824 Broadway which is not county-owned) based on rankings (priority from top to bottom):

- I-Disaster Recovery
- H-Lease Requirements
- G-Security
- F-Code Related
- E-Live Safety/ADA
- D-Business Continuation
- C-Energy Savings
- B-Service Enhancement
- A-Improved Work Environment

Given the financial situation of the County, the future capital spending forecast used for analysis in this study does not include those projects categorized as either “Service Enhancement” or “Improved Work Environment”. The capital spending forecast includes only those improvements necessary for

the upkeep of the building and to remain compliant with building codes such as roof replacement, boilers and chillers, elevators, and tuck-pointing. In the forecast, all maintenance follows the Ohio Revised Code standard for the useful life of the project such as the useful life of

a roof or boiler. In practice, the useful lives could potentially be longer. This is a conservative approach to factor in replacement and maintenance costs over the forecast period. It is important to note that deferred maintenance costs are currently underfunded and large maintenance projects have not

been implemented in many years. This will most likely increase the costs of the projects in future years if not performed now.

The following table shows the forecast for deferred maintenance over the next five years:

Table 9: Necessary Deferred Maintenance Forecast

Cost	2014	2015	2016	2017	2018	2014-2018
Deferred Maintenance	\$2,657,551	\$1,218,961	\$16,432,880	\$10,012,413	\$2,196,756	\$32,518,561

The table shows the amount necessary to finance the deferred maintenance projects where, in recent years, only \$50,000 has been budgeted. The

amount does not include the approved capital plan costs that are not funded.

Over the forecast period, the following

table shows the total deferred maintenance costs for the seven buildings if the county does not adopt another course of action:

Table 10: Necessary Deferred Maintenance Forecast

Cost	2014-2018	2019-2023	2024-2028	2029-2033	Grand total
Deferred Maintenance	\$32,518,561	\$32,164,836	\$66,070,231	\$38,239,033	\$168,992,661

As shown in the above table, the deferred maintenance costs over the twenty year forecast are estimated to total \$168,992,661 if the County does not adopt an alternative to the current use of the buildings in the study. It is

important to note that these projects are not funded at this time.

If funded appropriately and maintaining the same level of daily maintenance, the following table

more accurately shows the per square foot cost of operating the County’s downtown building portfolio. As stated previously, the deferred maintenance projects included are of a type and nature that is consistent with standard industry practices.

Table 11: Current Building Operating Costs, Debt Service and Necessary Deferred Maintenance per Square Foot Forecast 2014-20182014-20332014-2018Maintenance Forecast 2014-2018

Cost Per Square Feet	2014	2015	2016	2017	2018	2014-2018
Operating Expenses	\$4.98	\$5.12	\$5.26	\$5.42	\$5.58	\$26.36
Debt Service	\$2.70	\$2.00	\$1.87	\$1.88	\$1.88	\$10.33
Deferred Maintenance	\$1.08	\$0.50	\$6.68	\$4.07	\$0.89	\$13.22
Total	\$8.76	\$7.61	\$13.82	\$11.37	\$8.36	\$49.91

Debt Schedule: The County currently has outstanding debt on most of the buildings included within the scope of this study. At this time, the County

has capacity to issue debt required for the proposed scenarios and will likely reach the direct debt limitation for Scenarios 2 and 2A.

The following table shows the debt associated with each building in the study.

Image on Right:
824 Broadway
Entrance

Table 12: Facility Outstanding Debt

Facility	Purpose	Outstanding Debt	Expiration Date
800 Broadway	Renovation, Efficiency	\$2,754,670	Dec 2027
824 Broadway	Leased facility, None	\$0	n/a
County Admin. Bldg.	Energy Efficiency	\$2,107,177	Dec 2026
Taft Law Center	Acquisition, Renovation, Efficiency	\$11,572,315	Dec 2026
Alms & Doepke	Acquisition, Renovation, Efficiency	\$4,969,151	Dec 2026
Courthouse	Renovation, Efficiency	\$9,352,345	Dec 2027
Justice Center	Efficiency	\$4,992,984	Dec 2027
Total		\$35,748,642	





South Facade
Times Star Building

Main Entry
Times Star Building

Budget and staffing reductions require more efficient operations; which are constrained by building inefficiency.

4

OPTIONS AND ANALYSIS

COUNTY FACILITIES GOALS

The purpose of the study is to determine options for maximizing the beneficial use of the County's facilities, in consideration of cost and the County's programming needs. In other words, the County is seeking to identify potential cost savings and/or programming efficiencies that could potentially result from reorganizing County offices in light of reduced space demand.

Goal 1 Cost Savings

Cost savings for facilities can be identified in many ways. For instance, cost savings can be achieved by reducing operating, maintenance, and capital improvements costs. The age, building condition, location, and programming associated with each building impact the costs of facilities operation and maintenance. In particular, the buildings in this study have unique attributes that affect the cost which includes building age, historical registration, additional safety and security for programs, and the need for placement of particular county services.

Goal 2 Programming Efficiencies

Efficiencies in programming are difficult to fully measure and require a robust performance measurement plan. The space and location of the building as well as programming adjacencies significantly impact how effective and efficient a County office provides services. This study does not include a program efficiency review. However, it is recommended that the County conduct such a review to measure the impact on programs as currently operated, and the potential improvements that result from future reorganization. The County will likely want to consider Programming Efficiencies, in addition to Cost, as part of the decision criteria on whether to advance a given Scenario. The following is a list of criteria that could potentially be identified:

- Prospects for improved delivery of services
- Ability to improve interdepartmental communication
- Prospects for advanced service sharing between departments
- Cost avoidance of employee time spent on travel and communication
- Reduced security costs
- Maximization of office space and/or parking
- Ability to leverage shared technology and safety/security infrastructure
- Reduced operational or service cycles
- Promotion of enhanced customer service/convenience
- Improved capacity for building maintenance through a reduction in building stock
- Enhanced ability to maintain proper cost accounting procedures

An example of such a programmatic efficiency is detailed on the following pages in the description of Scenario 1.



Southeast Corner
Alms & Doepke

Main Entry
Alms & Doepke

The scenarios and budgets that follow take into account consolidation, relocation, 2013 market data costs projections for renovation and new construction, replacement of finishes, furniture, fixtures & equipment, and assumed owner's soft costs for design, engineering and construction management.

BUILDING CONSOLIDATIONS / SCENARIO DESCRIPTIONS

With overage of space found primarily in the Administration Building, Alms & Doepke, and Times Star, two general consolidation plans were explored. By taking either the Administration Building or Times Star off line, the building(s) could be sold (or leased) for adaptive reuse, with available proceeds to be reinvested in the necessary renovations of the remaining buildings. Both buildings offer certain advantages due to their proximity within the NE sector of Cincinnati's CBD, and to residential or hospitality redevelopment underway, generated by the Horseshoe Casino and the Pendleton neighborhood. By their scale and strategic locations, both are capable of stimulating additional investment and neighborhood development. The repurposing of either of those buildings could offer additional revenue to the new owner via Historic Tax Credits, which could close the gap of redevelopment costs.

Further, the Alms & Doepke Building is immediately adjacent to the Parkhaus Garage, used extensively by JFS personnel, and could be considered as additional sale leverage.

The scenarios and budgets that follow take into account consolidation, relocation, 2013 market data costs projections for renovation and new construction, replacement of finishes, furniture, fixtures & equipment, and assumed owner's costs for design, engineering and construction management. It should be recognized that each of these scenarios could spur various permutations that better fit the policy direction of the Board of County Commissioners and the operational requirements of individual departments and agencies. The descriptions below detail two scenarios, and also describe where additional analysis is recommended to account for possible permutations.



ALMS & DOEPKE BUILDING
91% UTILIZATION
 257,499 SF USABLE
 235,000 SF PROJECTED UTILIZED
 22,500 SF PROJECTED UNUTILIZED (FLEX SPACE)

- + 46,346 DOM. RELATIONS
- + 26,611 ADULT PROBATION
- + 1,152 CLERK OF COURTS
- + 3,110 SHERIFF
- + 142,229 REORGANIZING JOBS AND FAMILY

ADMINISTRATION BLDG
88% UTILIZATION
 182,720 SF USABLE AREA
 160,000 SF PROJECTED UTILIZED
 22,800 SF PROJECTED UNUTILIZED

- + PUBLIC DEFENDER 800 BROADW. 4,910
- + PUBLIC DEFENDER EXPANSION 9,447
- COMPUTER LEVEL 9 -3,200
- COMPUTER LEVEL 10 -2,500
- OTHER REORGANIZATION: 21,943

PLANNING AND DEV. DEPARTMENT
 HEARING ROOM ADMINISTRATION
 AUDITOR
 TREASURER
 PURCHASING
 CAGIS

COURTHOUSE
96% UTILIZATION
 398,441 SF USABLE
 381,992 SF UTILIZED
 16,449 SF UNUTILIZED

WILLIAM H. TAFT
96% UTILIZATION
 172,173 SF USABLE
 164,727 SF PROJECTED UTILIZED
 7,446 SF PROJECTED UNUTILIZED

PUBLIC DEFENDER -7,446

JUSTICE CENTER
100% UTILIZATION
 490,445 SF USABLE
 490,445 SF UTILIZED
 0 SF UNUTILIZED

BOARD OF ELECTIONS
100% UTILIZATION
 46,012 SF USABLE
 46,012 SF UTILIZED
 0 SF UNUTILIZED

- 800 BROADWAY**
0% UTILIZATION
- 77,482 JUVENILE COURT
 - 5,499 COUNTY FACILITIES
 - 46,346 DOMESTIC RELATIONS
 - 26,611 ADULT PROBATION
 - 1,152 CLERK OF COURTS
 - 3,110 SHERIFF
 - 4,910 PUBLIC DEFENDER
 - 1,210 STATE OF OHIO

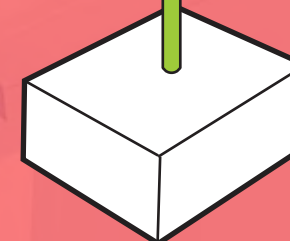
SCENARIO 1 (DIAGRAM)

- Consolidation of Jobs & Family Services within Alms & Doepke
- Relocation of Court of Domestic Relations to Alms & Doepke, with direct access to a new Main Street address.
- Relocation of a reduced, centralized Adult Probation department to Alms & Doepke Building, with potential for a Sycamore Street address/access, and adding supplemental remotely located Probation services for improved access to clients, as requested by the department.
- Relocation of Juvenile Courts, complete with appropriate Probation and Public Defender representatives to Juvenile Campus at 2020 Auburn Avenue in Mt. Auburn: Approximately 70,000sf of programmed space at that location, which would colocate courts and no longer require prisoner transfer to downtown.
- Vacate & Sell Times Star Building

SCENARIO 1A (ALTERNATE)

- Scenario 1A explores moving JFS into a leased building, and relocating the County Administration Building functions into Alms & Doepke Building, as an alternative to maintaining JFS in the A&D.
- Movement of JFS to leased facility.
 - Relocation of Court of Domestic Relations to Alms and Doepke with direct access to a new Main Street address.
 - Relocation of a reduced, centralized Adult Probation Department to Alms and Doepke, with potential for a Sycamore Street address/access, and adding supplemental remotely located Probation services for improved access to clients, as requested by the Department.
 - Consolidation of County Administration Building functions into Alms and Doepke Building.
 - Vacate and Sell Times Star Building and County Administration Building.

2020 AUBURN AVE ADDITION
 + 77,482 JUVENILE COURT

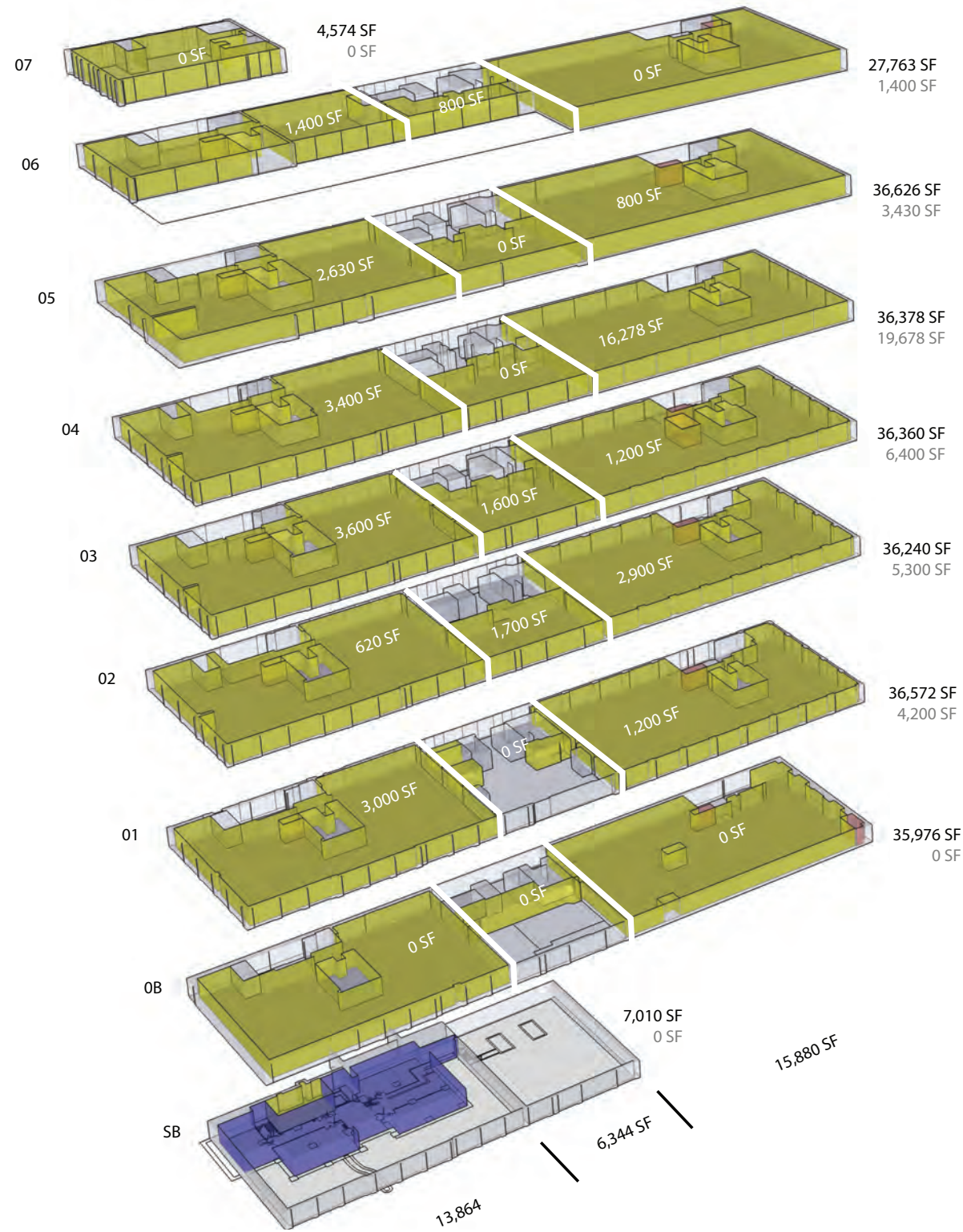


NEW BUILDING
 77,482 SF



- JOB & FAMILY SERVICES
- COMMUNICATION CENTER
- COUNTY FACILITIES
- CIRCULATION/RESTROOMS

USABLE SPACE
UNUTILIZED

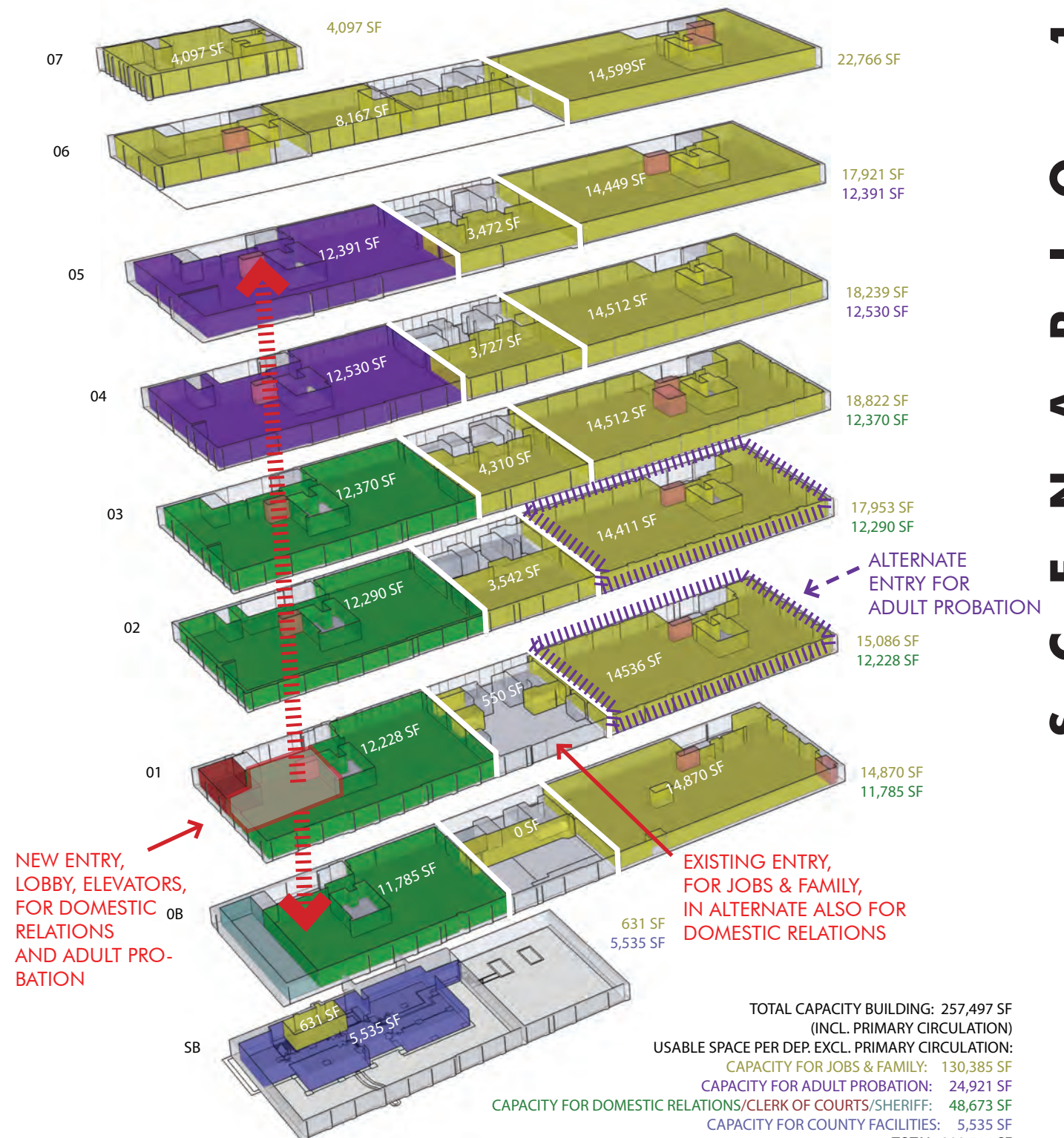


TOTAL USEABLE AREA BUILDING: 257,497 SF
TOTAL UNUTILIZED AREA BUILDING: 40,408 SF

EXISTING

- JOB & FAMILY SERVICES (PROGRAM NEED = 118,524 SF EXCL. PRIMARY CIRCULATION)
- COMMUNICATION CENTER
- COUNTY FACILITIES
- CIRCULATION/RESTROOMS
- DOMESTIC RELATIONS (PROGRAM NEED = 38,622 SF EXCL. PRIMARY CIRCULATION)
- ADULT PROBATION (PROGRAM NEED = 22,176 SF EXCL. PRIMARY CIRCULATION)
- CLERK OF COURTS (PROGRAM NEED = 960 SF EXCL. PRIMARY CIRCULATION)
- SHERIFF REENTRY (PROGRAM NEED = 1,113 SF EXCL. PRIMARY CIRCULATION)

USABLE SPACE
EXCL. PRIMARY
CIRCULATION



NEW ENTRY,
LOBBY, ELEVATORS,
FOR DOMESTIC
RELATIONS
AND ADULT PRO-
BATION

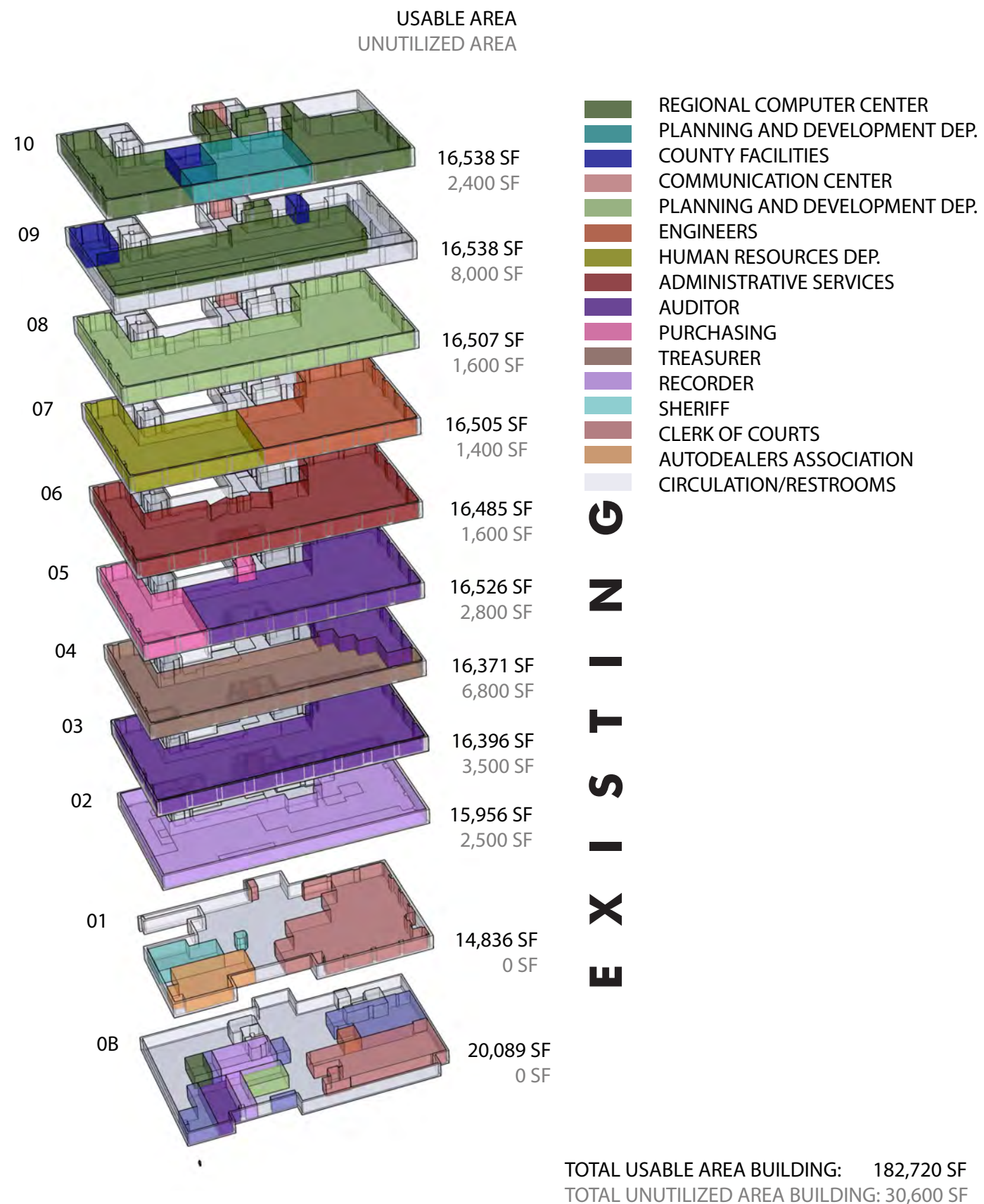
EXISTING ENTRY,
FOR JOBS & FAMILY,
IN ALTERNATE ALSO FOR
DOMESTIC RELATIONS

ALTERNATE
ENTRY FOR
ADULT PROBATION

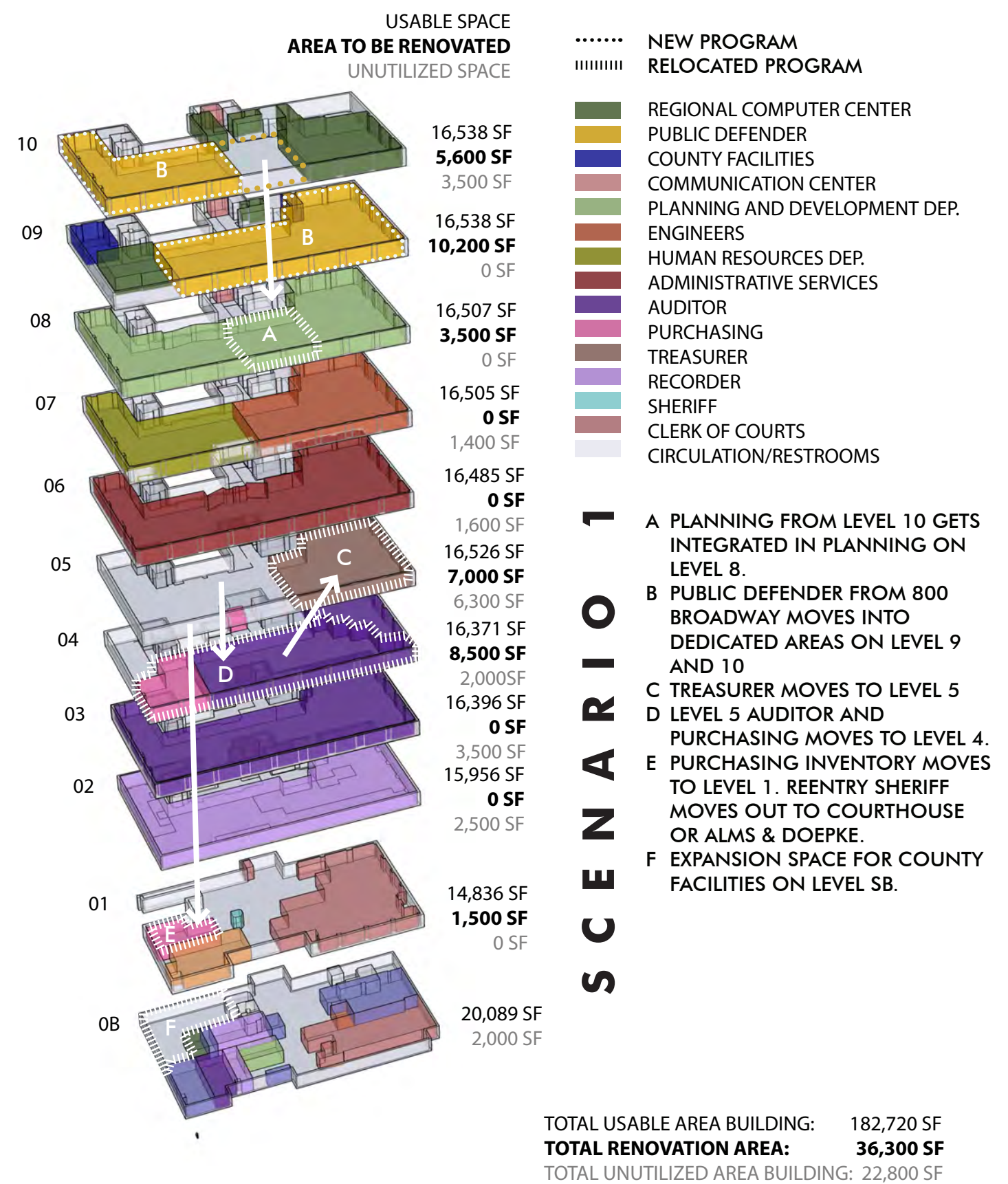
TOTAL CAPACITY BUILDING: 257,497 SF
(INCL. PRIMARY CIRCULATION)
USABLE SPACE PER DEP. EXCL. PRIMARY CIRCULATION:
CAPACITY FOR JOBS & FAMILY: 130,385 SF
CAPACITY FOR ADULT PROBATION: 24,921 SF
CAPACITY FOR DOMESTIC RELATIONS/CLERK OF COURTS/SHERIFF: 48,673 SF
CAPACITY FOR COUNTY FACILITIES: 5,535 SF
TOTAL: 209,514 SF
PROGRAM NEED: 181,395 SF
(EXCL. COUNTY FACILITIES) FLEX SPACE: 22,584 SF

SCENARIO 1

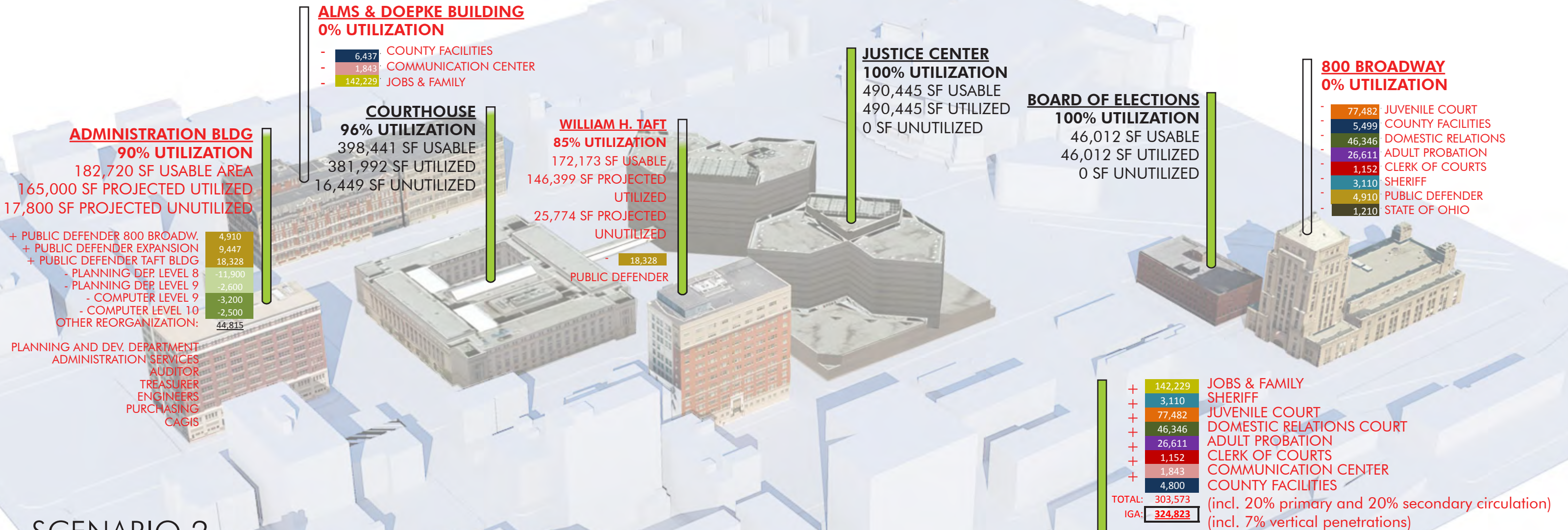
BUILDING



ADMINISTRATION

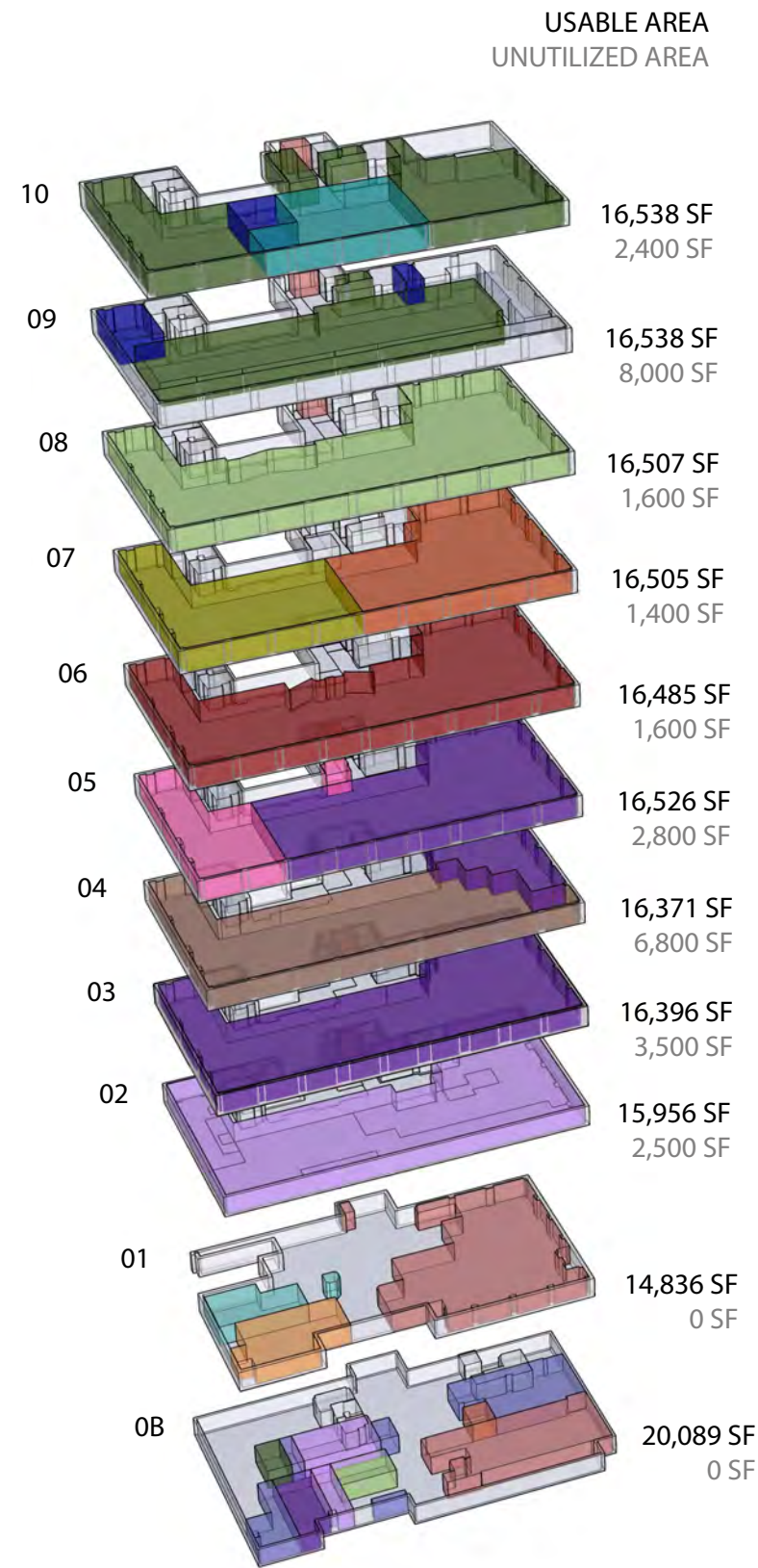


BUILDING



SCENARIO 2

- Reconfiguration and relocation of departments within Administration Building as indicated.
- Construction of appropriate new structures (location TBD) for departments as shown on diagram : Approximately 186,000sf of programmed space. (A portion of this space could be the 70,000sf at Auburn Avenue Juvenile Campus.)
- Vacate & Sell Times Star and Alms & Doepke Buildings.

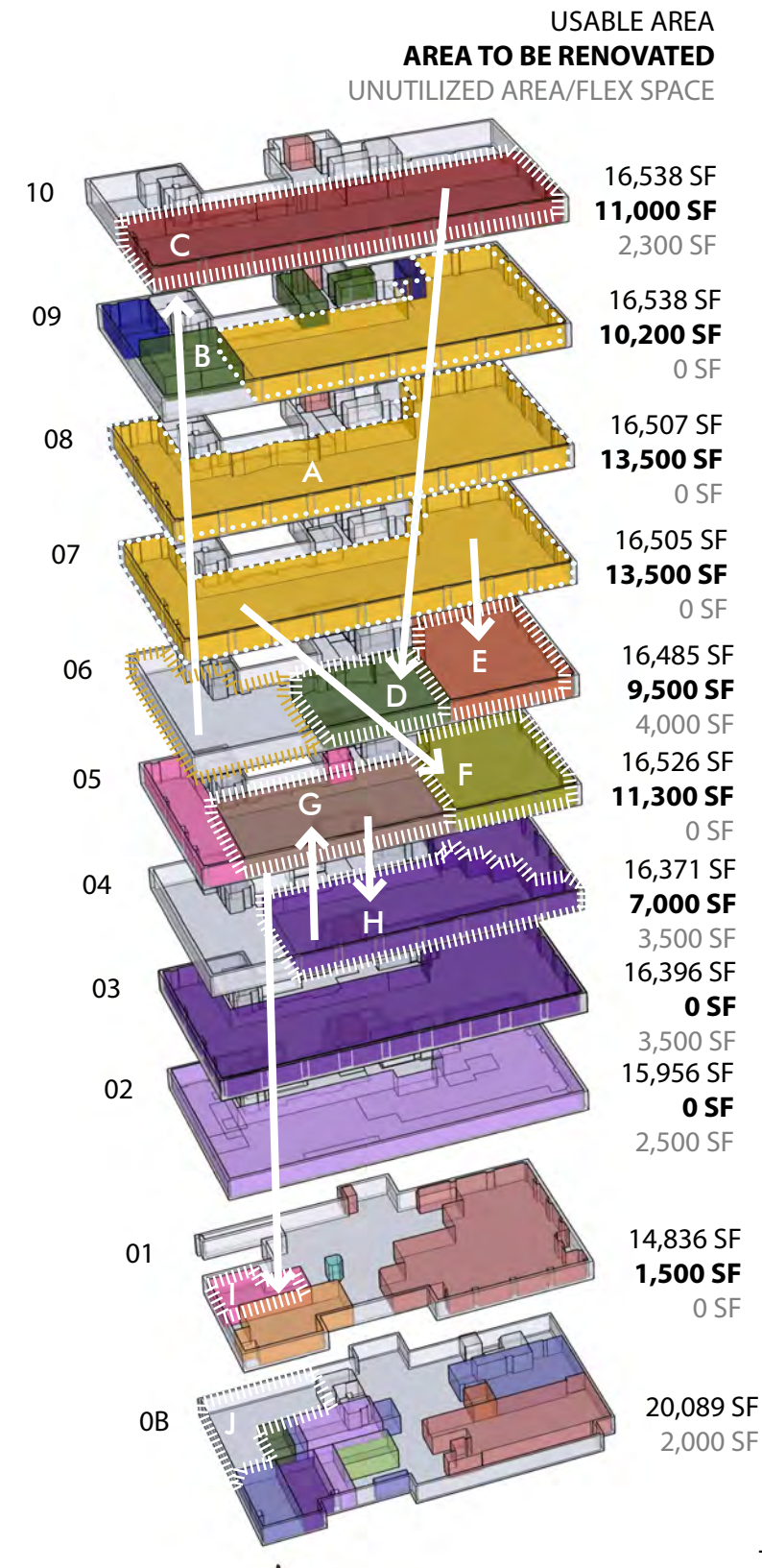


- REGIONAL COMPUTER CENTER
- PLANNING AND DEVELOPMENT DEP.
- COUNTY FACILITIES
- COMMUNICATION CENTER
- PLANNING AND DEVELOPMENT DEP.
- ENGINEERS
- HUMAN RESOURCES DEP.
- ADMINISTRATIVE SERVICES
- AUDITOR
- PURCHASING
- TREASURER
- RECORDER
- SHERIFF
- CLERK OF COURTS
- AUTODEALERS ASSOCIATION
- CIRCULATION/RESTROOMS

EXISTING

TOTAL USABLE AREA BUILDING: 182,720 SF
 TOTAL UNUTILIZED AREA BUILDING: 30,600 SF

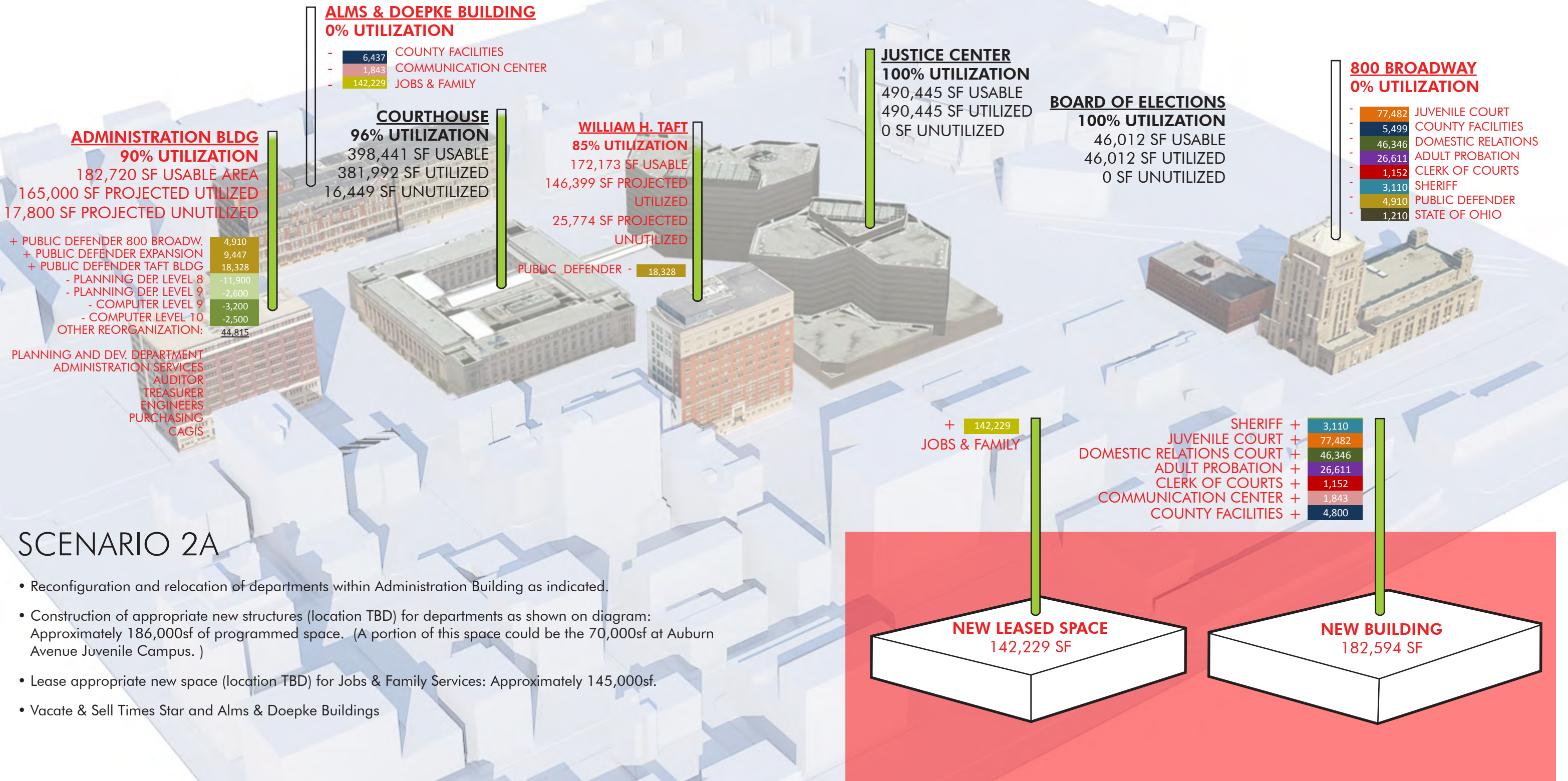
ADMINISTRATION



- NEW PROGRAM
 - RELOCATED PROGRAM
 - REGIONAL COMPUTER CENTER
 - PUBLIC DEFENDER
 - COUNTY FACILITIES
 - COMMUNICATION CENTER
 - PLANNING AND DEVELOPMENT DEP.
 - ENGINEERS
 - HUMAN RESOURCES DEP.
 - ADMINISTRATIVE SERVICES
 - AUDITOR
 - PURCHASING
 - TREASURER
 - RECORDER
 - SHERIFF
 - CLERK OF COURTS
 - CIRCULATION/RESTROOMS
 - AUTODEALERS ASSOCIATION
- SCENARIO 2**
- A PLANNING DEPARTMENT MOVES OUT TO CITY. PUBLIC DEFENDER FROM 800 BROADWAY AND WILLIAM H. TAFT BUILDING MOVE INTO DEDICATED AREAS ON LEVEL 7-9.
 - B COMPUTER ROOM REDUCES TO SMALLER AREA ON LEVEL 9.
 - C HEARING ROOM AND COMMISSIONERS RELOCATE TO LEVEL 10. THIS ALLOWS FOR THE POSSIBILITY OF CREATING AN OPEN HEARING ROOM WITHOUT COLUMNS.
 - D CAGIS RELOCATES TO LEVEL 6.
 - E ENGINEERS RELOCATE TO LEVEL 6.
 - F HUMAN RESOURCES RELOCATE TO LEVEL 5
 - G CONSOLIDATED TREASURER RELOCATES TO LEVEL 5.
 - H LEVEL 5 AUDITOR MOVES TO LEVEL 4
 - I PURCHASING INVENTORY MOVES TO LEVEL 1
 - J EXPANSION SPACE FOR FACILITIES

TOTAL USABLE AREA BUILDING: 182,720 SF
TOTAL RENOVATION AREA: 77,500 SF
 TOTAL UNUTILIZED AREA BUILDING: 17,800 SF

BUILDING



SCENARIO 2A

- Reconfiguration and relocation of departments within Administration Building as indicated.
- Construction of appropriate new structures (location TBD) for departments as shown on diagram: Approximately 186,000sf of programmed space. (A portion of this space could be the 70,000sf at Auburn Avenue Juvenile Campus.)
- Lease appropriate new space (location TBD) for Jobs & Family Services: Approximately 145,000sf.
- Vacate & Sell Times Star and Alms & Doepke Buildings



West Facade
824 Broadway

If the County chooses to relocate its Juvenile Court to its 2020 Auburn area, Sheriff staff time could be reduced by diminishing travel time used while transferring juveniles from the facility to downtown for court. The estimated cost avoidance for the staff time during transfers is \$176,000, annually.

FINANCIAL MODELING
FOR SCENARIOS

Scenario 1:

In an effort to provide more efficient services and program adjacencies, Scenario 1 provides the opportunity to discontinue the use of 800 Broadway and reassign the programs to the County Administration Building and Alms & Doepke, and entails significant renovation of that facility. The scenario also includes new building space at 2020 Auburn for Juvenile Court. For purposes of analysis and presentation, this scenario assumes that renovation and new construction will be completed by 2015 with the programs transferred to new space at that time.

Table 13 above shows the costs associated with Scenario 1 over the next five years. The table above shows the costs estimated for Scenario 1, through 2018, and includes moving costs as well as the increase in operating costs associated with space utilization in other, less efficient buildings. It also includes a decrease

in costs for operating 800 Broadway. The debt service category includes the annual cost associated with an issuance of debt to finance the renovation costs of \$44,755,900 at the County Administration Building and Alms & Doepke. The debt includes the new building space costs of \$29,017,009 at 2020 Auburn for Juvenile Court, assuming that the grounds have enough space to build without further land acquisition.

As stated prior in the report, the JFS receives reimbursement for the cost of facilities. For scenario 1, 2 and 2A, the amount of program space determined is less than the amount of space that is currently used. We estimate that the reimbursement will decrease due to this reduction by approximately \$500,000 annually.

Table 13: Scenario 1 Operating Expenditure, Debt Service and Deferred Maintenance Cost 2014-2018

Scenario 1 Forecast	2014	2015	2016	2017	2018	2014-2018
Operating Expenditures	\$12,234,863	\$12,582,379	\$12,953,042	\$12,943,332	\$12,618,350	\$63,331,966
Debt Service	\$6,638,659	\$10,257,323	\$9,952,234	\$9,958,464	\$9,978,821	\$46,785,501
Total Operating Costs	\$18,873,522	\$22,839,702	\$22,905,276	\$22,901,796	\$22,597,171	\$110,117,467
Net Change/Current State	\$0	\$5,345,960	\$5,357,861	\$4,962,442	\$4,235,841	\$19,902,104
Deferred Maintenance Cost	\$456,176	\$840,668	\$1,304,516	\$6,187,882	\$1,737,914	\$10,527,156
Total Cost	\$19,329,698	\$23,680,370	\$24,209,792	\$29,089,678	\$24,335,085	\$120,644,623

Table 14: Scenario 1 Operating Expenditure, Debt Service and Deferred Maintenance Cost 2014-2033

Scenario 1 Forecast	2014-2018	2019-2023	2024-2028	2029-2033	Grand total
Operating Expenditures	\$63,331,966	\$67,895,798	\$78,693,604	\$91,208,786	\$301,130,153
Debt Service	\$46,785,501	\$34,868,337	\$31,730,591	\$26,732,269	\$140,116,697
Total Operating Costs	\$110,117,467	\$102,764,135	\$110,424,195	\$117,941,054	\$441,246,850
Net Change/Current State	\$19,902,104	\$19,565,325	\$18,395,934	\$17,049,971	\$74,913,334
Deferred Maintenance Cost	\$10,527,156	\$25,541,854	\$32,213,094	\$29,763,849	\$98,045,953
Total Cost	\$120,644,623	\$128,305,989	\$142,637,288	\$147,704,903	\$539,292,803

If the County chooses to relocate its Juvenile Court to its 2020 Auburn area, Sheriff staff time could be reduced by diminishing travel time used while transferring juveniles from the facility to downtown for court. The estimated cost avoidance for the staff time during transfers is \$176,000, annually. This move could potentially improve court cycle time, reduce the burden or risk associated with transfers, and improve services. This can allow better communication between the facility and court that can potentially promote more efficient services.

As shown in the table, the additional renovation costs and new construction add to the cost of implementing Scenario 1. The cost avoidance will be realized through the discontinued use of 800 Broadway.

Table 14 shows the long-term impact of Scenario 1. The table shows that while Operating Expenditures will

decrease by approximately \$26 million compared to the Base Case, overall County expenditures will increase by of \$74,913,334, due largely to the issuance of debt to finance renovations. Additionally, the county will avoid future deferred maintenance costs for 800 Broadway which are estimated at \$70,946,708. The total cost for Scenario 1 is forecasted to total \$539,292,803 , an increase of approximately \$3,966,636 in comparison to current total costs of \$535,326,177 over the forecast period. It is important to note that the forecast does not include proceeds from the potential sale or lease of 800 Broadway, or reduced costs of more efficient programs. The County could potentially augment its savings if it directed sale or lease proceeds to defease outstanding debt or reduce the level of required debt financing. The scenario also does not detail the reduction in reimbursement revenue

from JFS associated with that agency utilizing less than the full area of the Alms and Doepke Building. This is estimated to result in a reduction of a approximately \$10 million over the 20 year planning horizon.

Additional permutations associated with Scenario 1 are also possible. For example, if JFS leased external space, approximately 147,000 sf in Alms and Doepke would be freed up providing the ability for the consolidation of programmatic functions currently residing in the County Administration Building. This would have the benefit of enabling the divestiture of two buildings, with additional reductions in operating expense. A cost scenario is not shown for this permutation, but one could be easily developed in Phase 2 of this study should the Board so desire.

Table 15: Scenario 2 Operating Expenditure, Debt Service and Deferred Maintenance Cost 2014-2018

Scenario 2 Forecast	2014	2015	2016	2017	2018	2014-2018
Operating Expenditures	\$12,234,863	\$12,582,379	\$12,940,320	\$13,825,116	\$12,681,473	\$64,264,151
Debt Service	\$6,638,659	\$14,234,646	\$13,932,169	\$13,936,191	\$13,957,726	\$62,699,392
Total Operating Costs	\$18,873,522	\$26,817,025	\$26,872,490	\$27,761,307	\$26,639,199	\$126,963,543
Net Change/Current State	\$0	\$9,323,284	\$9,325,075	\$9,821,953	\$8,277,869	\$36,748,180
Deferred Maintenance Cost	\$407,202	\$476,480	\$828,907	\$1,334,853	\$1,515,749	\$4,563,191
Total Cost	\$19,280,724	\$27,293,505	\$27,701,396	\$29,096,161	\$28,154,947	\$131,526,734

Table 16: Scenario 2 Operating Expenditure, Debt Service and Deferred Maintenance Cost 2014-2033

Scenario 2 Forecast	2014-2018	2019-2023	2024-2028	2029-2033	Grand total
Operating Expenditures	\$64,264,151	\$67,156,466	\$77,745,513	\$90,005,035	\$299,171,164
Debt Service	\$62,699,392	\$54,760,105	\$51,623,995	\$46,626,534	\$215,710,025
Total Operating Costs	\$126,963,543	\$121,916,571	\$129,369,508	\$136,631,568	\$514,881,189
Net Change/Current State	\$36,748,180	\$38,717,761	\$37,341,246	\$35,740,485	\$148,547,672
Deferred Maintenance Cost	\$4,563,191	\$15,684,244	\$4,165,431	\$15,237,995	\$39,650,861
Total Cost	\$131,526,734	\$137,600,814	\$133,534,939	\$151,869,563	\$554,532,050

Scenario 2:

In an effort to provide more efficient services and program adjacencies, Scenario 2 involves discontinuing the use of 800 Broadway and the Alms & Doepke building and reassigning the applicable programs to a renovated County Administration Building and into a newly constructed facility. Under this scenario, Juvenile Court could be relocated to 2020 Auburn, or could be located in the newly constructed facility. This scenario assumes that the renovation and building will be completed by 2016, at which time the County would move applicable programming.

Table 15 shows the costs for Scenario 2 over the next five years. The table shows the costs estimated for Scenario 2 and includes the increase in operating costs for the space utilization into other buildings and moving costs. It also includes the decrease in costs for operating 800 Broadway and Alms & Doepke. The debt service category includes the annual cost associated with an issuance of debt to finance the renovation costs of of \$13,562,500

at the County Administration Building and a new building in the amount of \$113,688,163. The debt includes new building space costs of \$29,017,009 at 2020 Auburn for Juvenile Court. Or, Juvenile Ccourt could be included in the new construction. Land acquisition, however, is not included in the forecast.

As stated earlier in the report, JFS reimburses the County for the cost of facilities operation and maintenance at the Alms and Doepke building. For scenarios 1 and 2, the amount of program space determined is less than the amount of space that is currently used. We estimate that the reimbursement will decrease due to this reduction by approximately \$500,000 annually – adding approximately \$10 million to the cost of each scenario over the twenty year planning horizon.

Table 16 shows the long-term impact of Scenario 2. Overall, the table above shows that the County will have an increase in expenditures of \$148,547,672 largely due to

the issuance of debt. However, the County’s operating costs will decrease in comparison to current operating costs by an estimated total of \$28,636,373. Additionally, the County will avoid future deferred maintenance costs for 800 Broadway and Alms & Doepke which are estimated at \$129,341,800. The total cost for Scenario 2 is forecasted as \$554,532,050, an increase of approximately \$19,205,872 when compared to current total costs of \$535,326,177 over the forecast period. It is important to note that the forecast does not include proceeds from the potential sale or lease of 800 Broadway and/or Alms & Doepke or reduced costs of more efficient programs. The county could potentially augment its savings if it directed sale or lease proceeds to defease outstanding debt or reduce the level of required debt financing.

Table 17: Scenario 2A Operating Expenditure, Debt Service and Deferred Maintenance Cost 2014-2018

Scenario 2a Forecast	2014	2015	2016	2017	2018	2014-2018
Operating Expenditures	\$12,234,863	\$12,582,379	\$17,269,588	\$17,713,758	\$16,544,090	\$76,344,678
Debt Service	\$6,638,659	\$9,547,944	\$9,244,949	\$9,244,141	\$9,268,751	\$43,944,443
Total Operating Costs	\$18,873,522	\$22,130,323	\$26,514,537	\$26,957,899	\$25,812,841	\$120,289,121
Net Change/Current State	\$0	\$4,636,581	\$8,967,122	\$9,018,545	\$7,451,511	\$30,073,758
Deferred Maintenance Cost	\$407,202	\$476,480	\$828,907	\$1,334,853	\$1,515,749	\$4,563,191
Total Cost	\$19,280,724	\$22,606,803	\$27,343,444	\$28,292,753	\$27,328,589	\$124,852,312

Table 18: Scenario 2A Operating Expenditure, Debt Service and Deferred Maintenance Cost 2014-2

Scenario 2a Forecast	2014-2018	2019-2023	2024-2028	2029-2033	Grand total
Operating Expenditures	\$76,344,678	\$85,799,413	\$90,924,241	\$106,496,487	\$359,564,820
Debt Service	\$43,944,443	\$31,300,582	\$28,180,716	\$23,169,812	\$126,595,553
Total Operating Costs	\$120,289,121	\$117,099,995	\$119,104,957	\$129,666,299	\$486,160,373
Net Change/Current State	\$30,073,758	\$33,901,186	\$27,076,696	\$28,775,216	\$119,826,856
Deferred Maintenance Cost	\$4,563,191	\$15,684,244	\$4,165,431	\$15,237,995	\$39,650,861
Total Cost	\$124,852,312	\$132,784,239	\$123,270,388	\$144,904,294	\$525,811,234

Scenario 2A:

Scenario 2A provides the opportunity to discontinue the use of 800 Broadway and the Alms & Doepke building by reassigning the programs to the County Administration Building with renovation and through construction of a new, albeit smaller, facility. Under this scenario, Juvenile Court could be relocated to 2020 Auburn, or could be located in the newly constructed facility. Additionally, Scenario 2A provides an option for leasing space for JFS with a build-out cost amortized over the life of the lease. This scenario assumes that the renovation and building will be completed by 2016, at which time the County will move its programs during completion. Land acquisition and actual lease space is not identified for this scenario.

Table 17 shows the costs for Scenario 2A over the next five years. The table shows the costs estimated for Scenario 2A and includes the increase in operating costs for the space utilization into other buildings and moving costs. It also includes the decrease in costs for operating 800 Broadway and Alms & Doepke. The debt service category includes the annual cost associated with an issuance of debt to finance the renovation costs of \$13,562,500

at the County Administration Building and construction of a new building in the amount of \$63,908,013.

Included in the operating expenditures is the amount of a potential lease payment estimated at \$15 per square foot for 142,229 square feet, \$5.94 for operating cost, and \$125 for build-out to fit the needs of JFS. It is assumed that the lessor will negotiate a build-out amount of approximately \$30 per square feet. The amount of the build-out will be amortized over the life of a 10 year lease. After the 10 year period, the lease is expected to increase by 3% each year over the course of the remaining years in the 20 year forecast. All County costs associated with the maintenance of JFS facilities are eliminated as the space is leased so revenues and costs should be reduced accordingly.

As stated prior in the report, the JFS receives reimbursement for the cost of facilities. For scenario 1, 2 and 2A, the amount of program space determined is less than the amount of space that is currently used. We estimate that the reimbursement will decrease due to this reduction, by approximately \$500,000 annually.

Each year has an annual payment of principal and interest that is estimated over a 20 year repayment period. The debt includes the new building space costs of \$29,017,009 at 2020 Auburn for Juvenile Court, assuming that the grounds have enough space to build without further land acquisition. Or, the Juvenile Court can be included in the new construct. Land acquisition, however, is not included in the forecast.

Table 18 shows the long-term impact of Scenario 2A. Overall, the table above shows that the County facility expenditures will increase \$119,826,856, largely due to the issuance of debt and cost of the lease and build-out costs. The County’s operating costs will increase in comparison to current operating costs by an estimated total of \$31,757,284. Additionally, the County will avoid future deferred maintenance costs for 800 Broadway and Alms & Doepke which are estimated at \$129,341,800. Debt for Scenario 2A is significantly less than Scenario 2, as less renovation would be required under Scenario 2A.



View from Central Parkway
to Courthouse

View from side walk
on Central Parkway,
looking East
at Courthouse
and Justice Center

As stated prior in the report, the JFS receives reimbursement for the cost of facilities. For scenario 1, 2 and 2A, the amount of program space determined is less than the amount of space that is currently used. We estimate that the reimbursement will decrease do to this reduction by approximately \$500,000 annually.

The total cost for Scenario 2 is forecasted as \$525,811,234 a decrease of approximately \$9,514,944 compared to current operational costs of \$535,326,177 over the forecast period. It is important to note that the forecast does not include proceeds from the potential sale or lease of 800 Broadway and/ or Alms & Doepke or reduced costs of more efficient programs. The County could potentially save more costs if it adopts policies over the use of sale or lease proceeds to off-set debt payments.

SUMMARY

The following table shows a summary of the base cost and the proposed scenarios with the changes to deferred maintenance.

Detailed Financial analysis and year by year estimates are included in the Appendix for existing projections and scenarios explored.



Table 19: Summary of Scenario Operating Expenditure, Debt Service and Deferred Maintenance Total Long Term Cost

Scenario	Operating Expenditure	Debt Service	Deferred Maintenance	Total Long Term Cost
Base Case	\$535,326,177	\$12,500,000	\$10,000,000	\$557,826,177
Scenario 1	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2A	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2B	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2C	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2D	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2E	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2F	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2G	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2H	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2I	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2J	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2K	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2L	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2M	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2N	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2O	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2P	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2Q	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2R	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2S	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2T	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2U	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2V	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2W	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2X	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2Y	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234
Scenario 2Z	\$525,811,234	\$12,500,000	\$10,000,000	\$548,311,234



South facade
William H. Taft Building

Main Entrance
William H. Taft Building

5

RECOMMENDATIONS

The County’s recent practice of deferring critical maintenance– is not sustainable and puts the County, its Employees, and the general public at risk. Given this fact, the immediate necessity of and magnitude of recommended investment should not come as a surprise.

This first stage of this analysis and Master Plan should be considered as preliminary. Regardless of which Scenario is selected, recognizing that maintaining the status quo is also under consideration, additional research and more detailed programming should be conducted as part of a refinement process, and guided by Board of County Commissioners feedback. Next steps would include the development of more detailed programming and review with the departments directly impacted by relocation and/or reconfiguration. In the case of seeking out additional space, buildings, or property, an appropriate valuation of that space should be considered. Similarly, a feasibility study of repurposing buildings under consideration for sale should be considered, with the intent of establishing and validating fair market value. This analysis suggests

the possibility of vacating and selling various County assets. At this point, however, a formal appraisal of these assets has not occurred.

Over the long term, none of the scenarios explored, given the recommended and necessary investment in renovation (finishes, furniture, fixtures and equipment), produced actual cost savings of any magnitude, although they both offer significant betterment and improved ability to meet the long term needs of Hamilton County, as a service provider and as an employer. Scenario 1 does produce costs savings in the short run. However, these savings only accrue when considering the avoided cost of future capital maintenance deemed critical.

The County’s recent practice of deferring critical maintenance– is not sustainable and puts the County, its Employees, and the general public at risk. Given this fact, the immediate necessity of and magnitude of recommended investment should not come as a surprise.

The County does, however, have a choice regarding the manner and timing in which it will make future

investments. Maintaining the status quo may allow the County to continue to delay necessary investment and associated expenditures for a period of time. However, this delay comes with risk, liability and the knowledge that, ultimately, these expenditures will be required – and will likely be exacerbated by the delay and associated deterioration in building infrastructure.

Alternatively, investment in one of the scenarios presented in this study eliminates the cost, liability and risk associated with deferred maintenance and replaces it with the certainty of fixed debt payments to accommodate renovations and the addition of new space.





Street Level Window
Times Star Building

Southwest Corner
Alms & Doepke

The buildings in question are old and the most recent renovations are at the end of their service life.

PREFERRED SOLUTION

In evaluating the above scenarios and considering criteria related to cost and operational effectiveness, it is our observation that Scenario 1 is likely the most affordable and most efficient model to right-size necessary space for Hamilton County's operations. This solution makes necessary capital improvements to building infrastructure and departmental space, addresses operational improvements that address issues of security, adjacency, creation of a functional and appropriate-quality work environment, and maintains long term flexibility.

Additionally, Scenario 1 provides a relatively incremental approach for the County to consider, which could be complemented with other consolidation activity such as the integration of County Administration Building functions if external space were leased for JFS, as described in Scenario 1A.

While the square footage of the Alms & Doepke and Times Star buildings are similar, we are confident that the Times Star building offers greater flexibility for repurposing than A&D, based upon its structural system (concrete column and slab vs. masonry bearing wall and wood). The inefficiency created by the relatively small footprint 'tower' of floors 7-17 more easily accommodates a residential or hospitality use than a courts facility which requires redundant service spaces and holding cells. Additionally, the current facility creates potential conflict with Judges, Victims, Prisoners and the Public, from various court systems, sharing a common building core, elevators, etc.





West facade
Courthouse

Window Ornaments
Times Start Building

Prior to advancing any of these scenarios to implementation, a detailed Phasing Plan would need to be developed to allow maintained operations in all buildings, and some amount of limited maintenance on those buildings, in order to allow the design and construction periods to occur.

NEXT STEPS

Following the receipt of feedback and direction from the Board of County Commissioners on the various scenarios presented herein, the primary next step associated with this study includes the refinement of the programming and cost analysis included in this report, performed in conjunction with the impacted departments. Prior to advancing any of these scenarios to implementation, a detailed Phasing Plan would need to be developed to allow maintained operations in all buildings, and some amount of limited maintenance on those buildings, in order to allow the design and construction periods to occur. The carrying costs of those operations and limited capital improvements have been taken into account in each of the financial analyses presented.

This team is prepared to address those next steps, with the combined assistance of the Hamilton County Facilities Department, an appropriate Construction / Cost Estimating partner, impacted departments, and a Commercial Real Estate expert, in order to validate findings and further test the presented options. Ongoing studies that include the evaluation and impact of accepting the Mercy Mount Airy Hospital campus should be considered, as a means of accommodating the Hamilton County Coroner and Crime Lab, and to benefit other departments that are underserved, including the Sheriff's Department and Board of Elections. A wholistic approach is suggested, in order to validate any of the presented scenarios.

Additional options regarding funding, including the advancement of Sale/Leaseback partnerships have been considered, some of which we believe are worth exploring further. In order to research these funding options, we would propose some additional analysis through a third party specializing in public/private development partnerships.

It should be noted that the prospect of radically modifying the location of departmental operations will naturally come with trepidation and skepticism from impacted departments. The concerns of these departments and agencies, to the degree they exist, must be fully understood to ensure that the ultimate facility solution accommodates the work related, and operational needs of these agencies. Efforts such as those detailed in this analysis are best accomplished when conducted in partnership, not conflict, with affected departments.

In the interim, it is also our recommendation that existing County policy be clarified and enforced. Records retention is a major area for improvement, starting with the filing of archives in the Winton Road facility. Numerous records are stored in that facility with indefinite or non-identified destroy dates, and the use of digital records storage would significantly increase capacity of the building. Proceeding with relocation studies underway that would directly impact the Board of Elections, the County Coroner, the Public Defender, CLEAR, and City/County space-sharing will also inform the next stages of this Study, and offer opportunity for additional efficiencies.

Finally, it should be noted that this study has not occurred in a vacuum. There are currently various facility relocation projects or studies underway – the results of which will inform Phase 2 of this effort. For example, the County is currently discussing space related needs with County Coroner, the Public Defender, and Planning and Development. It is recommended that, where possible, these separate efforts be delayed to coincide with this larger effort or, if that is not possible, that the efforts be closely coordinated so that the results of one may inform the other.

